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ABSTRACT

This 1999 revision of the Virginia Plan for Higher Education is required by the State Council of Higher Education. The report presents the vision for Virginia's higher education system, and addresses the changing needs and expectations for the system, organized into the areas of the education contract, access, quality, affordability, and accountability. Five goals are proposed to provide a public policy framework for higher education in Virginia, each accompanied by a series of recommendations for achieving the goals. The five goals are: (1) to maximize the opportunities for strategic decision-making at all public colleges and universities by promoting decentralization within a context of continuous quality assessment; (2) to strengthen the ongoing assessment of the programs and units at Virginia's colleges and universities by focusing on outcomes and value-added analysis; (3) to anticipate the future needs of all constituencies of higher education through improved system-wide planning; (4) to encourage collaborative programming across institutions; and (5) to evaluate capital infrastructures at public and private institutions for the purpose of assessing system capacities and options for delivering academic programs. Also presents data on the degrees conferred at Virginia's institutions by the degree level (associate's, bachelor's, master's, and doctoral and professional), and enrollment at the two- and four-year institutions, and educational and general expenditures at two-year institutions. Contains 12 tables. (JJL)

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ED 431 485

ADVANCING THE SYSTEM OF HIGHER EDUCATION IN VIRGINIA

1999 Virginia Plan for Higher Education

Virginia Council of Higher Education

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ADVANCING THE SYSTEM OF HIGHER EDUCATION IN VIRGINIA

1999 Virginia Plan for Higher Education

PREFACE

The *Code of Virginia* (§23-9.6:1) requires the State Council of Higher Education to prepare a plan for higher education in the Commonwealth and to update it every two years. We are pleased to present to the people of Virginia and to their elected representatives the 1999 revision of the Virginia Plan for Higher Education.

Strong Institutional Governance and Effective Statewide Planning

The Commonwealth has charged the Council of Higher Education with the responsibility for developing the Virginia Plan since 1974. In setting forth this and other responsibilities, the Commonwealth looks to the Council for leadership, vision, and accountability. We must lift our sights far enough into the future to develop a coordinated plan for the entire system of higher education in Virginia. The Council is challenged to articulate a vision for the system, to identify changing needs and expectations of Virginia's citizens that will affect how the system and the individual institutions plan and deliver academic programs and services, and to recommend broad goals that can meaningfully inform planning at both the system and the campus levels.

The section of the State Code that prescribes the Council's duties as a coordinating agency also imposes limits on its role. The Code states, "In carrying out its duties and responsibilities, the Council, insofar as practicable, shall preserve the individuality, traditions and sense of responsibility of the respective institutions. The Council, insofar as practicable, shall seek the assistance and advice of the respective institutions in fulfilling all of its duties and responsibilities." Thus, the Commonwealth respects the autonomy of the colleges and universities and the responsibilities of their individual governing boards at the same time that it directs the Council to coordinate planning and policy development. The balance of excellent faculty and students, strong institutional governance, and effective system coordination is often acclaimed as one of the reasons that Virginia has achieved such an excellent system of higher education.

The 1999 Virginia Plan for Higher Education continues and calibrates the balance of strong institutional governance with effective, participatory statewide planning. The vision set forth in Section II of the Plan emphasizes that Virginia's colleges and universities – both public and private – are a system. The Commonwealth's institutions of higher education, in partnership with the Council, constitute a system by virtue of the shared results they aim to achieve. It is a shared vision of outcomes, rather than a common organizational structure for accomplishing those outcomes, which serves as the foundation of the system. Section IIIA of the Plan (The Education Contract) provides a brief overview of the envisioned outcomes.

Access, Quality, Affordability, and Accountability

Since 1974, several broad aims have served as the cornerstones of the vision for higher education in Virginia. Those broad aims – access, quality, affordability, and accountability – are affirmed in the 1999 Plan as enduring values that will continue to serve Virginians well into the future. These core values, along with financial support from the Commonwealth and the institutions' own commitment to excellence, have allowed our system of higher education to make unmistakable progress on another broad goal – to be one of the best systems of higher education in the nation.

While these overarching goals remain steadfast, there are swift and sweeping changes taking place in the world around us and within the colleges and universities themselves, which will require changes in how Virginia's system of higher education pursues its goals. Section III of the Plan describes how the needs and expectations of Virginia's citizens are changing and suggests ways that the system must change as well. Section IV identifies the planning assumptions that will guide those changes.

The Public Policy Framework

The changes proposed in the 1999 Plan focus on the public policy framework for higher education in Virginia. This framework expresses the Commonwealth's commitment to higher education, supports the efforts of the institutions, and defines much of the relationship of the institutions (both public and private) to state government. In Section V of the Plan, the Council recommends five broad, interlocking goals for changes and improvements in the public policy framework, which – if fully adopted – will strengthen the capacity of Virginia's system of higher education to achieve our desired outcomes. The goals propose changes in <u>how</u> we do business, rather than in <u>what</u> our business is. The goals and recommendations in this Plan are premised on our conviction that the Council's focus ought to be on policy rather than attempting to develop a detailed set of plans for the institutions to follow. The goals of the 1999 Plan, taken together, aim to create a public policy environment that rewards institutions for innovation, high quality outcomes, and efforts at cost containment, while also ensuring systematic, participatory planning and vigorous accountability. The key to <u>this</u> Plan lies not in prescriptions but in its <u>planning to plan</u> continuously and systematically.

A Participatory Planning Process

The Council believes that planning for Virginia's complex system of colleges and universities works best when each part of the system has a voice in the planning process. To that end, the process of creating the 1999 Plan has invited broad participation and discussion. In 1998, the Council invited thirty representatives from public and private colleges and universities to serve on a Strategic Planning Advisory Committee. At meetings in the spring and fall of 1998 and the winter and spring of 1999, the Strategic Planning Advisory Committee provided ideas for the 1999 Plan, as well as comments on initial drafts. The Council also has profited from the participation of each of its standing advisory committees in developing the Plan and in reacting to initial drafts – General Professional Advisory Committee (the public college and university presidents), Instructional Programs Advisory Committee (the provosts and vice-presidents or deans for academic affairs), Finance Advisory Committee, Student Affairs Advisory Committee, and Library Advisory Committee.

One of the Council's foremost objectives in developing the 1999 Plan has been to emphasize the valuable contributions of Virginia's private colleges and universities to our system of higher education. Our intention has been both to reflect the importance of our private institutions in the planning document and to invite their participation in the planning process. The quality of the overall Plan benefited significantly from the thoughtful contributions of the college presidents who serve on the Private College Advisory Committee.

To seek guidance from those whom Virginia's colleges and universities serve, the Council staff sponsored regional focus group meetings at Hollins University, Northern Virginia Community College, and Tidewater Community College. The business and civic leaders, K-12 educators, and college students who attended these sessions provided an important perspective that enhanced the development of the Plan.

The Message from Constituents

At each of the meetings with advisory committees and focus groups, several ardent messages about higher education in Virginia emerged consistently. Virginians take justifiable pride in the excellence of our public and private colleges and universities and this pride was palpable at each of these sessions. Virginians are proud not only of the prominence of our system of higher education, but also of the distinctive missions of the colleges and universities and of the wide range of educational choices and opportunities they offer Virginia's citizens. A second strong, recurring message was the conviction that Virginia's current leaders – our elected and appointed officials, the governing boards of our institutions, the faculty and administrators of the colleges and universities, and the Council – have a responsibility to build on past successes and to commit our best efforts to guarantee that future generations of Virginians will have access to a top-quality college education at an affordable price. Finally, at each of these sessions, participants acknowledged that a college education is more important than ever, at the same time that they debated the ability of public policy to deliver the nearly universal access to higher education that is advocated in the 1999 Plan.

The Council is grateful to every individual who has helped to shape this Plan. Our paramount goal in developing the 1999 Virginia Plan for Higher Education has been to create a plan that engenders thought, dialog, and action. The careful and caring deliberations that have taken place in the process thus far mean that our goal has already been significantly realized. But it is not our intention that the conversations, discussion, and participation should stop with the adoption and publication of the Plan. Rather, the Council will invite continued dialog about the how to achieve the goals and recommendations of this Plan. Moreover, work will begin almost immediately on the 2001 Plan.

We believe that the five broad goals proposed in the 1999 Plan will provide a powerful public policy framework for higher education in Virginia – one that can capably accommodate the rapid pace of societal change and transformation that we anticipate as we enter the 21st century. We believe that the century ahead offers boundless promise for Virginians. We likewise believe that education, including higher education, is a vital tool for realizing that promise. We look forward to continuing to work in

productive partnership with Virginia's public and private colleges and universities, as well as with the Governor, the General Assembly, and other relevant agencies, to support and advance one of the finest systems of higher education in the nation.

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Advancing the System of Higher Education in Virginia

The 1999 Virginia Plan for Higher Education

I. Introduction

What makes Virginia great? You – the people who live here. Your talents, ideas and accomplishments. The work you do. The love, care, and commitment you give to your family, your neighbors, your community. Your hopes, dreams, and vision.

What are your hopes for your future and for that of your families and communities? What will it take to achieve your dreams? Standing at the threshold of the 21st century, we know that higher education is vital to our success as individuals and as a Commonwealth.

Excellence in Virginia Higher Education

Thanks to the foresight of our leaders and the commitment of faculty, administrators, and boards at our public and private colleges and universities to set excellence as their standard and to assure the range of choice that answers every educational need, Virginia is blessed with one of the best systems of higher education in the nation. Offering all our citizens the opportunity for a top-quality college education at an affordable price must remain our number one priority. Virginians demand and deserve no less.

System Coordination

We cannot achieve that priority by resting on our laurels. We must aim to make a high-performing system of education even better, so that we in Virginia continue to have one of the finest systems of higher education in the nation. And we must meet the challenges produced by far-reaching changes in social, demographic, and economic conditions, as well as shifting priorities and expectations.

"Clearly we are doing some things right in Virginia . . . I understand that U.S. News rankings are not the ultimate test of a university. But they do indicate by some objective measure that Virginia is offering its people quality educational opportunities. . . . I also understand that these great educational institutions did not come about haphazardly or by accident – they are the visions realized of prior generations of Virginians. They are the legacy of Virginia's first blue ribbon commission – the Rockfish Gap Commission of 1818 . . . . We are the beneficiaries of the Rockfish Gap Commission and the hard work of many Virginians who have contributed their resources, their skills, and their ideas to higher education over the last 200 years. And like the generations of Virginians who came before us, it is incumbent upon our generation to build upon the high quality of our institutions and their educational missions."

The Honorable James S. Gilmore, Governor, Address to the Blue Ribbon Commission on the Future of Higher Education in the 21st Century, June 30, 1998

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"The New Millenium Project is premised on the belief that higher education is in the midst of its greatest transformation since the end of World War II. Changes brought about by a variety of forces – advances in technology as a teaching and learning tool, . . . increased faculty retirements, rapidly expanding student loan borrowing, competition from new postsecondary education providers, and growing 'non-traditional" student populations – represent the cusp of a new era in higher education"

"Reaping the Benefits: Defining the Public and Private Value of Going to College"

The 1999 Virginia Plan for Higher Education recommends five broad goals for changing the higher education system in ways that build on past success, reaffirming the Commonwealth's commitment to make higher learning available to all, and offering a new approach to achieve the aims of access, quality, affordability, and accountability – the cornerstones of our vision for the past quarter-century and for the century ahead.

Five interlocking goals aim to reshape the public policy framework that constitutes the public commitment to higher education and defines much of the Commonwealth's relationship to the colleges and universities – both public and private. The driving force behind these goals is the expectation that these public policy changes, if realized fully, will substantially enhance the abilities of the individual campuses to achieve our system-wide vision of results through their advancement of each institution's distinctive mission. What the system – the public commitment – accomplishes in relation to these goals will shape how our diverse institutions will act concretely to realize continuing educational excellence.

Goals

- To maximize the opportunities for strategic decision-making at all public colleges and universities by promoting decentralization within a context of continuous quality assessment.
- To strengthen the ongoing assessment of the programs and units at Virginia's colleges and universities by focussing on outcomes and value-added analysis.
- To anticipate the future needs of all constituents of higher education through improved system-wide planning.

"For higher education planning to be successful in mobilizing fundamental change in the current environment, it has to work on at least two levels simultaneously: on the external policy level and on the internal institutional level."

"Leveraging Change in a Time of Fundamental Transformation"

- To encourage collaborative programming across institutions.
- To evaluate capital infrastructures at public and private institutions for the purpose of assessing system capacities and options for delivering academic programs.

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What the 1999 Virginia Plan does not do is to prescribe for individual institutions the particular practices that answer to these broad needs. This posture has been deliberately adopted to reinforce the diversity of our institutions and the reality that the best fits of missions and programs should be determined at the level of the institutions. Many stellar examples of successful programming at our institutions could be highlighted here. We believe, however, that it is preferable now to celebrate those successes in a forum other than the system plan. The goals of the system aim to encourage in all institutions the best efforts to devote creative energies to their realization.

The 1999 Plan recommends a series of specific system actions to advance the system's goals. The Plan calls for strategic change in how Virginia's system of public and private colleges plans for and carries out its mission rather than for change in the mission itself. Thus, the Plan calls for both continuity and change. The vision set forth in the following section articulates hopes and expectations that have long shaped the Commonwealth's aspirations for our system of higher education.

"Virginia State University, America's first fully state supported four-year institution of higher education for Blacks, is a comprehensive university and one of two-land grant institutions in the Commonwealth of Virginia. Its mission is to promote and sustain academic programs that integrate instruction, research, and extension/public service in a design most responsive to the needs and endeavors of individuals and groups within its scope of influence."

Virginia State University
Mission Statement

II. Vision

A shared vision of post-secondary education offering every citizen in the Commonwealth full opportunity to attain a baccalaureate credential is at the center of the system of higher education in Virginia. It is the fulcrum on which we move to construct the entire edifice of higher education.

The baccalaureate is the premise of an argument that envisions a full range of educational opportunity: from the role of the two-year associate degree in support of transfer options and vocational and technical training, to the role of graduate education in support of undergraduate education at the frontiers of knowledge, through the growing role of formal education to support life-long learning. We recognize also that the vision is subject to the measure of each person's ability. We single out the baccalaureate as the explicit goal of higher education in order to target undergraduate learning as one priority concern at this moment of our history and to acknowledge, with Governor Gilmore, the growing necessity of education through the baccalaureate for life in the 21st century.

"Our goal is to make the College of William and Mary the most distinguished small public university in the nation. . . . We are a special kind of university – one whose human scale permits a genuinely collegial environment, and one in which the excellence of the undergraduate program is a fundamental concern. We propose to build a future on these foundations by sustaining the excellence of the undergraduate program and by offering only select graduate and professional programs of unusual distinction, tied closely together in a coherent conception of the mission of the institution."

Into the Fourth Century –
A Vision for the Future of the College of William and Mary

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"The purpose of a liberal arts college is to educate for life, to educate the whole man in wisdom and not merely to train man the worker . . . Although education thus primarily emphasizes the development of the mental faculties, the formation of a moral character and the fostering of a spiritual life are attendant and complementary responsibilities."

Christendom College's Mission Statement

"Longwood College prepares citizen leaders for the common good. To achieve this vision, all members of the Longwood community will be dedicated to the highest standards of academic distinction and quality of life, and will examine, reaffirm, and refine those aspects of the college experience that collectively form a meaningful learning environment."

Longwood College Vision Statement

"The primary purpose of the College is to prepare ethical, knowledgeable, clinically competent, and caring health care providers. The College community believes that health career graduates must have not only a mastery of professional knowledge and clinical skills, but also a foundation in general education for meaningful interpretation of and response to present-day challenges."

College of Health Sciences Mission Statement

The vision supports a diverse set of institutions self-tailored to the needs and choices of specific students and communities. It also embraces the full range of educational offerings required to support effectively a comprehensive scope of programs. Those offerings include world-class research and graduate programs at appropriate institutions, bridging programs to provide for transfer into baccalaureate programs, land and sea grant extensions that penetrate the entire state, extensive opportunities to support research that sustains growth in knowledge and service to communities, and a broad array of public service engagements that expand the bases of student learning at the same time as extending to communities the fruits of scholarship in service of social and economic needs.

A System of Results

Virginia's system of higher education, in short, is a system of results attained through the coordinated efforts of the diverse public and private institutions that provide for effective coverage of identified needs. Collaboration plays a critical role in shaping expectations in relation to comprehensiveness of coverage.

No single institution's mission answers to every goal identified by the Commonwealth as the object of the system of higher education. Accordingly, the Council of Higher Education, as the system's coordinating agency, is charged with ascertaining the completeness of the provision to attain those goals across all of the institutions existing or that may be brought into being. Similarly, the coordinating agency takes the lead in assessing the continuing serviceability of existing institutions toward fulfillment of the purposes identified in public policy.

While the Council is charged with the primary responsibility to assess Virginia's colleges and universities as a system, the governing board of each institution bears the primary responsibility to assess that institution's effectiveness. The best measure of institutional effectiveness is an internal process of systematic review and assessment that is transparent to external observation.

We find the expertise that best carries out assessment concentrated on the campuses where programs are sustained, supported by the observations of off-campus experts in similar

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programs. The procedures for conducting such reviews, however, attain greatest clarity and impact when collected at a level of generality beyond individual institutions. Such external, cross-institution consideration performs an audit function, which can provide assurance of continuous quality assessment and take the measure of an institution's continuing ability to serve the ends of public policy. When an institution serves its own mission well, and its mission is congruent with public policy, it contributes its "widow's mite" to the totality of results sought by the system of higher education.

"We begin . . . with the notion that the strength of American higher education lies in its very public nature. America's colleges and universities – both public and private – are public assets providing public services, and as such they require a public agenda."

Policy Perspectives – A Very Public Agenda

The Public Good of Higher Education

Public policy does not invent higher education. To that extent, public policy seeks to profit from an enterprise that has its own logic and purpose. The vision of the system of higher education in Virginia, therefore, originates in the public commitment to profit from higher education by extending public support to higher education and creating nearly universal access to it. That commitment grows out of the broader commitment to support public education in general, reflecting especially the need for a higher education to sustain a continuing source of instruction for pre-collegiate education. From this commitment we have developed the education contract between the Commonwealth and its citizens.

"Public policy does not – and should not – specify the content and design of instructional programs. But public policy should include responsibility for seeing that higher education performance meets public needs, and for recognizing and supporting quality insurance mechanisms."

"Higher Education Governance: Balancing Institutional and Market Influences"

Education supported by publicly appropriated funds aims to advance the common good by means of the good that education offers to individuals. The ultimate limit on the funds to be appropriated, therefore, must be the sum required to reach the goal, and in every era the public must advance as far in that direction as its means allow. This moral commitment imposes upon us the need for a continuous balancing of multiple missions and goals.

The 1999 Virginia Plan for Higher Education identifies the results aimed at by Commonwealth policy and the public policy changes needed now in order to assure that they will be attained. As a plan for the system, it is a blueprint to guide decision-making by policy makers, State Council staff, and staff at all institutions, public and private.

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It provides, moreover, for the reasonable expectations that interested citizens and stakeholders on and off campus may form. The Virginia Plan describes the success of Virginia higher education in terms of our best hopes for the system altogether and each of its many parts.

"Complex and interrelated forces are driving change in the nation's postsecondary education system: demographic trends, shifts in the job market, technological development, and ongoing reform and innovation in elementary and secondary education."

1998-99 Education Commission of the States Chairman's Agenda: Transforming Postsecondary Education for the 21st Century

III. Changing Needs and Expectations

The vision for our system of higher education – one that celebrates both institutional autonomy and coordinated planning and policy – has served Virginians well for the past three decades or more. This enduring vision can inspire and guide us in coming decades as well.

At the same time that the vision remains steadfast, there are rapid changes taking place in the external environment and on Virginia's campuses that mean we must make changes in how our system of higher education advances the vision. The Plan describes changing expectations for the system and suggests the overall direction of the changes the system must make in order to thrive in the coming decade. The final chapter sets five broad goals, the blueprint for the system, and offers specific recommendations for pursuing those goals. The specific steps to be taken must be subsequently elaborated by the system (in SCHEV's strategic plan) and the separate institutions (in their strategic plans).

Table 1
Actual and Projected Population of the Commonwealth of Virginia
by Age and Race
1980-2010

	1980 (Actual)		1990 (Actual)		2000 (Projected)		2010 (Projected)	
Age	White	Non-White	White	Non-White	White	Non-White	White	Non-White
0 to 9	560,908	187,302	632,857	234,659	673,590	282,090	704,237	285,884
10 to 19	706,525	230,200	611,996	225,091	675,399	259,772	737,337	274,368
20 to 29	785,706	223,174	827,005	267,102	672,542	253,231	768,679	283,625
30 to 39	667,633	148,429	835,520	249,185	853,449	282,865	800,318	259,182
40 to 49	464,713	103,622	687,070	158,425	864,110	263,363	926,647	274,299
50 to 59	447,059	95,177	446,761	101,781	656,682	160,142	838,682	198,726
60 to 69	329,983	74,058	388,935	85,231	403,611	95,156	591,578	136,205
70 +	267,271	55,058	361,595	74,145	490,922	105,121	544,152	113,676
Total	**4,229,798**	**1,117,020**	**4,791,739**	**1,395,619**	**5,290,305**	**1,701,740**	**5,911,630**	**1,825,965**

Source: Virginia Employment Commission projections, using U.S. Census data

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A. The Education Contract

> *"For individuals and for society, public policy must assure the development of human talent, and higher education is more critical than ever to such development."*
>
> Higher Education Governance: Balancing Institutional and Market Influences

Since Thomas Jefferson first articulated his "dream of an aristocracy of achievement arising out of a democracy of opportunity," there has been a strong, implicit contract between the Commonwealth and its citizens. Through a combination of hard work and education, every individual aspires to achieve the American dream of prosperity, well-being, and a life of dignity. Through milestone legislation such as the Morrill Acts of 1862 and 1890, the G.I. Bill following World War II, and the National Defense Student Loan program and its many successors, the nation, in concert with the states, has sought to guarantee that a modest income need not be a barrier to higher education. Virginia has at times led and at times followed in pursuit of this dream, but it has articulated the dream in a full-throated manner for the past three decades.

The commitment to offer access to higher education to all of Virginia's citizens is increasingly important as we enter the 21st century. As Governor Gilmore stated at the April 30, 1999 Boards of Visitors training session, "A college education for everyone will be essential to the future quality of life in Virginia."

Universal Access

What fuels the ambition for nearly universal access to higher education? Virginia's citizens fundamentally believe and expect that investing in the education of individual citizens promotes the overall well-being of society. We look to education not only as the chief vehicle to promote the well-being of the current generation but also as a gift and legacy that each generation offers the next.

Why do some fear that this far-sighted education contract, long embraced by the nation and the Commonwealth, may be broken in our time? Why do some think that it already has been broken? The following sections on Access, Quality, Affordability, and Accountability suggest some answers to these questions.

> *"Our changing economy and changing demands for workers in high technology occupations is creating an education and training requirement for a minimum of 13 years of preparation."*
>
> Virginia Community College System 1998-2000 Biennium Strategic Plan

The 1999 Virginia Plan for Higher Education recommends a series of actions that the Commonwealth should take now to reaffirm this far-sighted education contract and to guarantee that future generations of Virginians can benefit from it. All the goals and recommendations articulated in this Plan are underpinned by our conviction that earlier generations of Virginia's leaders and citizens who signed onto this contract were right. Investing in the education of individual citizens can, does, and must promote the overall well-being of society – else we ought not make the investment.

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"Today, typical discussions about the value of higher education are not about the broad range of benefits it provides. Instead, these conversations tend to focus on the narrow topic of the private economic benefits that result from going to college, such as higher salaries and better jobs."

"Reaping the Benefits: Defining the Public and Private Value of Going to College"

"In the area of Southside Virginia served by Virginia State University, agricultural production, manufacturing and industrial production taken together are the largest economic sectors . . . Virginia State is well-positioned to further economic development in the region through its current programs in agriculture and agricultural extension, engineering technology and industrial technology."

Virginia State University 1998-2000 Strategic Plan

"Through the regimen of general and concentrated studies, the University seeks to encourage originality and creativity and to nurture all the qualities of a liberally educated mind, among them intellectual curiosity and unbiased judgement, critical and analytical power, clarity of thought and precision of language, patience and open-mindedness, and love of excellence and desire to understand the world in which we live."

Washington & Lee University Mission Statement

Are we willing to make that investment? Some observers suggest that society today is less willing to invest public funds in higher education. These observers point to a tendency for leaders and taxpayers to view higher education mainly as a private good – something that delivers economic benefits only to the individuals who attend college – rather than as a fundamental public good – something that delivers important economic and social benefits to the community as a whole. An underlying purpose of the 1999 Virginia Plan for Higher Education is to engender discussion about and raise awareness of higher education as a public good – by looking at both the cost and the value of that good.

The Outcomes of Virginia's System of Higher Education

The education contract among the Commonwealth, our citizens, and our institutions of higher learning is premised on expectations about the results that may be obtained through our public commitment to higher education. The scope of hoped for and expected outcomes is wide and complex. This breadth and complexity stem, in part, from the wide range of constituents served by Virginia's system of higher education. Those served include students and their families, employers in every sector of the economy, alumni, the K-12 education system, business and industry, government, local communities, the state, the nation, and the world.

But the breadth and complexity of the envisioned outcomes of the system also are grounded in the complex nature of the very act of education. Education – the best education – offers far more than the simple transmission from teacher to student of knowledge and skill. The best education fundamentally transforms the learner. Moreover, it is an act that as much involves the active participation of

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the learner as of the teacher. This transformative ability of education is the primary reason for our public commitment to it. For the process of educating individuals transforms not only the individual but our entire society.

Finally, the range of results Virginia seeks through its public commitment to higher education is broadened by the multiple missions and roles that our colleges and universities play, particularly as we approach the 21st century. While the teaching mission of higher education is its central premise – with undergraduate education as the fulcrum in this premise – we also deeply value the results of the research and public service missions The contributions of Virginia's colleges and universities in creating knowledge, as well as transmitting and preserving it, are vital to the progress not only of the Commonwealth but of the world.

What are the results that the many varied constituents expect from Virginia's system of higher education? The results from our education contract include the following:

"GOAL: To expand the leadership role of the College in the community through assessing community needs and promoting cultural, physical, and educational enrichment."

Serving the Commonwealth: A Strategic Plan for the Future of Richard Bland College

"The University shall strive to foster a sense of social responsibility as well as personal and professional worth to the extent that graduates will be capable of providing leadership in and beyond the area of their special competence."

Norfolk State University Mission Statement

• Educated Citizens

"The College maintains that a broad liberal education – that is, one based upon freedom of inquiry, personal responsibility, and intellectual integrity – is the best preparation for citizenship and career."

Mary Washington College Mission Statement

The leaders who founded Virginia as a Commonwealth, and who also contributed so much to the founding of the nation, saw the education of the populace as the most essential vehicle to sustain the revolution they had successfully carried out and to ensure the ongoing protection of the liberty they held so dear. While primary and secondary education also seeks to develop an educated citizen body, one of the most important goals of higher education is to assist young women and men in their development in intellect and character to become active participants in public and private life, bringing thought and compassion to that participation.

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"In the area of workforce development, VCCS colleges continue to add and expand partnerships with business and industry, offering service to area citizens through cost-effective training, use of college facilities, and assistance with distance technologies."

Virginia Community College System *1998 Consolidated Report*

"Liberal arts colleges play a special role in workforce development . . . the purpose of a liberal education is not only to provide knowledge in a particular content area but also to develop abilities in critical thinking, writing and oral communication, and problem solving, abilities that are transferable and essential to a broad range of occupations."

College of William and Mary *1998 Strategic Planning Update*

• Skilled Workers

In today's knowledge-based economy, more and more jobs require at least some post-secondary education. A college education is no longer the key to a golden future, but to a future. Employers in every sector of the economy are raising their expectations regarding what workers need to know and be able to do. Employers seek new recruits with the specific sets of competencies and knowledge needed for a given occupation, along with the broad analytical, quantitative and communication skills best developed through liberal education.

• Life-Long Learners

By choice or necessity, a growing proportion of the workforce changes jobs and careers more frequently than earlier generations did. Even those who do not change jobs or careers find that the skills needed to perform their work will change rapidly. Most jobs today require employees with a habit of continuous learning. An overriding educational goal is to teach students how to be life-long learners. While much of this learning will be pursued outside of classroom settings, many individuals will seek formal, continuing education at intervals throughout their careers.

"Students who are prepared only for a short-term employment may find themselves unpromotable and almost unemployable a few years down the road . . . the more focused a college is on educating the complete man or woman – that is, the less focus there is on qualifying students for that first job – the more successful students will be occupationally."

St. John's College *Reporter*

"Economic development has been an inextricable element of Virginia Tech's mission since its founding . . . in 1872. In keeping with that commitment, the university has grown into an engine of high-technology growth for Southwest Virginia, as well as a source of new ideas, products, and highly-skilled employees for Virginia's business and industry statewide."

Virginia Tech Consolidated Report 1998

• Economic Development

Higher education is the most powerful indirect economic resource for entrepreneurial economic development. The activities of the Virginia academy in this respect are significant. They range from minor technical assistance to small business development to complex relationships that pioneer new technologies. Much of the current economic development in the Commonwealth

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focuses on bringing higher and K-12 education, business and industry, and local and state government together in new and creative ways to compete for business expansion and attraction on both national and international bases.

> *"It is the combination of research, instruction, and knowledge-based service that makes higher education so powerful a contributor to economic development."*
>
> "Higher Education: America's Vital Investment"

• Research

Society also expects its institutions of higher learning to contribute to economic development through the research mission. Studies show that colleges and universities perform about fifty percent of all the basic research done in the United States, as well as about ten percent of the applied research. But higher education's indirect contributions to research are even greater since nearly all researchers in all areas have been prepared for their work through formal undergraduate and graduate education. Higher education has become the platform for all advances in knowledge in society.

> *"It has been estimated that $1 million in research funding creates approximately 33 new jobs in the area, in addition to employees of the University itself. . . [thus] the $3.7 million increase in University research funding in 1997-98 . . . created an additional 122 new jobs in Charlottesville and throughout central Virginia.*
>
> University of Virginia *1997-98 Update on Restructuring, Assessment, and Strategic Planning*

• Land-Grant Activities

For the past 130 years and continuing today, higher education has advanced both economic development and research through its land-grant mission. Virginia's two land-grant institutions, Virginia Polytechnic Institute and State University and Virginia State University, support important statewide programs in agriculture, scientific and technical fields, and other related areas.

> *"Virginia Cooperative Extension 4-H leadership worked with the State Dept. of Education and the public school system in identifying how 4-H programs can connect with the Standards of Learning . . [VCE has also] partnered with 20 public school systems in developing strategies that incorporate character education as part of the in-school curriculum."*
>
> *Virginia Tech Consolidated Report, 1998*

• Advances in Knowledge and Culture

In addition to research contributing directly to the economic prosperity of a region, higher education adds to our collective cultural, artistic, scientific, and literary resources and produces knowledge breakthroughs in vast areas of inquiry.

> *"GOAL: To expand the boundaries of knowledge and understanding through research, scholarship, and creative expression in the sciences, arts, humanities, and professional disciplines."*
>
> *Strategic Plan for the Future of Virginia Commonwealth University, 1998*

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Table 2 -- Research Expenditures
(in thousands; current dollars)

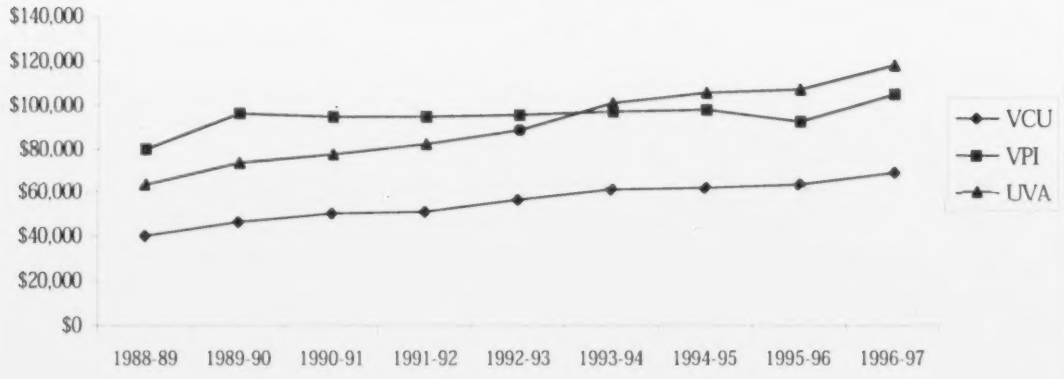

Table 3A
Total Degrees Conferred at Virginia's Public and Private Institutions
by Degree Level and Field Study
1987-88 and 1997-98

Area	Associate's		Bachelor's		Master's		Doctorate and Professional	
	1987-88	1997-98	1987-88	1997-98	1987-88	1997-98	1987-88	1997-98
Business	2,722	2,550	5,347	5,617	935	2,013	29	30
Computer and Information Science	13	294	917	720	235	363	7	15
Engineering and Industrial Technology	1,215	1,210	2,153	1,912	693	971	134	183
Education	195	326	1,736	821	1,473	3,530	141	220
Agricultural Technology	87	190	249	561	59	74	15	39
Health Professions	1,145	1,861	1,065	1,827	406	818	572	642
Arts and Sciences	1,784	3,285	10,736	17,509	1,411	2,226	456	734
Law and Legal Studies	0	59	9	28	62	69	865	1,144
Public Service	385	583	453	893	311	687	13	22
Other	26	41	117	505	16	21	0	0

Source: SCHEV data

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Table 3B
Detail on Arts & Sciences Degrees Conferred at Virginia's Public and Private Institutions
1987-88 and 1997-98

Area	Associate's		Bachelor's		Master's		Doctorate and Professional	
	1987-88	1997-98	1987-88	1997-98	1987-88	1997-98	1987-88	1997-98
Area, Ethnic and Cultural Studies	0	0	58	127	5	7	0	2
Communication	7	4	649	1,030	20	130	0	6
English Language and Literature	0	0	1,315	1,860	209	316	9	13
Foreign Languages and Literature	0	0	324	432	42	33	7	14
Home Economics	6	0	393	68	49	47	19	15
Liberal and General Education	1,457	2,691	339	987	13	65	0	0
Life Sciences	0	0	955	1,854	110	145	96	132
Mathematics	0	0	436	373	86	96	11	25
Multidisciplinary Studies	142	315	301	768	42	99	7	19
Philosophy, Religion and Theology	19	15	272	474	206	240	1 16	259
Physical Sciences	83	187	469	646	106	113	75	64
Psychology	0	0	1,137	2,360	153	323	68	87
Social Sciences and History	0	14	3,257	4,621	256	463	46	94
Visual and Performing Arts	70	59	831	1,509	114	149	2	4

Source: SCHEV data

• A Strong System of Primary and Secondary Education

One of the foremost ways that Virginia's public and private colleges and universities serve society is through their contributions to primary and secondary education. The most visible contribution in this arena is teacher preparation – both the pre-service training of new teachers and the in-service development offered to veteran teachers. Increasingly, the faculty at our colleges and universities are asked and volunteer to work in closer collaboration with their colleagues in K-12 education to help ensure that high school graduates have the academic preparation they need to succeed in college.

"GOAL: Institute a Teacher Cadet Program designed to introduce high school juniors and seniors, with high levels of academic ability, from the Southside Virginia region, to the teaching profession. The program contains an emphasis on attracting minority students."

Longwood College 1998 Consolidated Report

• Public Service

Through their public service mission, Virginia's colleges and universities contribute in important ways to the overall well-being of the Commonwealth and the nation. The faculties of the institutions provide a wide range of services

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"GOAL: The University will position the academic health center and clinical enterprise as a leader in the creation and application of health care knowledge and as a provider of quality patient care and health services in a highly competitive marketplace."

Strategic Plan for the Future of Virginia Commonwealth University

"The long-term partnership with the City of Norfolk and a group of private firms and developers resulted in the 'University Village' project that will redevelop 67 acres on the east side of Hampton Boulevard. This entire project will be completed with private and nongeneral funding."

Old Dominion University *Building the University of the 21st Century*

"George Mason will respond to community needs and contribute to regional development. The university is uniquely located in a large, suburban, metropolitan, and globally interconnected national capital region. Living in it are among the world's wealthiest and most highly educated citizens, as well as recent immigrants for whom English is a second language, all of whom contribute to the region's significant human infrastructure."

George Mason University 1998 Restructuring, Strategic Planning & Assessment Consolidated Report

to local, state, and national organizations. One major area of public service to the Commonwealth is the delivery of health care services, and the closely integrated teaching and research, provided by Virginia's academic medical centers

- **Flourishing Communities**

Virginia's colleges and universities also contribute in many ways to the local communities in which they are situated. Most importantly they frequently participate in turning communities into laboratories of democracy, whether through guided student involvement, faculty and staff programmatic assistance (including sponsored research), or the contributions of institutional personnel as citizens in the communities where they live. Moreover, they offer access to cultural and educational resources. College students and faculty provide a steady source of volunteers for community service. And immediate economic benefits to the communities result from the payrolls of colleges and universities located there, especially where the college is one of the major employers.

Balancing Multiple Missions and Demands

To serve these many and varied constituent groups and to produce, as a system, the wide range of outcomes described above, Virginia has developed a broad array of post-secondary institutions. This breadth is reflected not only geographically but also thematically. The distinctive missions of Virginia's public and private colleges serve the important function of enabling students to choose among an array of offerings. The public institutions provide opportunities extending from the two-year liberal arts institution and the community colleges, through work-force training and non-credit instruction, to four-year comprehensive undergraduate education that is sensitive to various markets, to intensive research environments appealing to students most likely to pursue post-graduate education. Private institutions – non-profit and proprietary – also serve the purposes of public policy by providing a wide array of opportunities.

We recognize within this rich array the need for institutions to fulfill defined missions and to resist the mission creep that derives from responding to multiple – sometimes

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> *"Finally, the issue is one of balance. We want a system that behaves like a system: all of its parts working together in harmony toward common objectives with minimal waste and inefficiency. We also want to support autonomous institutions governed by boards that are responsible for them. Believing, as we do, that decisions are best made closest to the place where they will be implemented, we want our colleges and universities to set their own admission standards and decide who they will accept as students; to hire, promote, and reward for performance the faculty and staff who make the best contributions to each institution's work; to decide what will be taught and how; and to allocate the resources appropriated to the institution and those raised by it."*
>
> *Making Connections: Matching Virginia Higher Education's Strengths with the Commonwealth's Needs*

ephemeral – demands. At the same time, there are strong external and internal forces that pressure institutions to respond to all of these demands. So, there must exist within each institution a sensitive awareness of the need to allocate resources in a balanced way that protects the integrity of mission and the quality of instruction and service that flow from mission. Such awareness is particularly needed where institutions interact with communities and agencies in the role of service provider.

> *"The primary mission of Clinch Valley College is to provide a liberal arts education for students that will prepare them to be contributing members of society. This means they will be life-long learners, they will be employed citizens who support society through their labor and taxes, and they will participate in their communities as volunteers, voters, and leaders."*
>
> Clinch Valley College *1998 Consolidated Report*

To foster such attention to balanced planning at the institutional level, the system must reflect no less attention to balance in the system as a whole, taking all elements of the system into account. The following sections on Access, Quality, Affordability, and Accountability provide an overview of some of the changing needs and expectations that must be addressed within such balanced planning.

B. Access

> *"It is the philosophy of the University that all people, regardless of socioeconomic status, race, sex, disability, or national origin, are entitled to profit from educational opportunities and advantages to the fullest extent of their capacities."*
>
> Norfolk State University Mission Statement

Access is central to our vision of higher education for Virginia. To provide the greatest possible access to higher education for all who can benefit from it has long been a defining goal of the public investment in American post-secondary education. It has been the impetus for monumental achievements in higher education, from the establishment of land-grant universities and the G.I. Bill to the development of the community college system and expansion of regional colleges and universities. In Virginia today, the goal of access manifests itself in workforce development incentives, distance learning programs, extramural higher education centers, equal opportunity initiatives, articulation and transfer agreements, college preparation programs, continuing education activities, state funding for enrollments at public and private institutions, and student financial

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"The technology infrastructure is now in place to allow for a significant increase in distance learning options and opportunities between campuses of a single community college, between community colleges, and between universities, high schools, and the VCCS. This capability enables the community colleges to combat geographic disparity in Virginia by delivering entire degree programs on the network."

Virginia Community College System 1998-2000 Biennium Strategic Plan

assistance. Together, these activities support the state's long-standing commitment to expand personal opportunity through access to post-secondary education.

"CNU has a heritage of providing access and opportunity to those who, were the University not to exist, might have neither."

Christopher Newport University Strategic Plan 1998-2004

Our Commitment to Access

But, do recent and anticipated far-reaching changes in social, demographic, and economic conditions, as well as shifting values and expectations, place our commitment to access in jeopardy? Some analysts see a definite danger. The Council for Aid to Education (an independent subsidiary of the Rand Corporation) in its 1997 publication, *Breaking the Social Contract: The Fiscal Crisis in Higher Education*, offers a hard-hitting analysis of the risk.

"Demand has increased seven-fold since World War II and is expected to continue to grow over the next two decades. At the same time, operating costs have escalated and public-sector financial support has flattened. As a result, many colleges and universities have had to sharply increase tuition and fees and look for ways to control costs in order to avoid financial disaster . . . At a time when the level of education needed for productive employment is increasing, the opportunity to go to college will be denied to millions of Americans unless sweeping changes are made to control costs, halt sharp increases in tuition, and increase other sources of revenue."

Council for Aid to Education
Breaking the Social Contract: The Fiscal Crisis in Higher Education

Some who have considered the question suggest that while access to higher education may, in theory, be available to all, the hard reality is that a young person from a family with an annual income of $75,000 or more has an 86 percent chance of attending college by age 24, while someone whose family earns less than $10,000 per year has only a 38 percent chance of doing so. Further, too many students graduate from high school without the academic preparation they need to succeed at collegiate study.

Other observers, however, point to the overall rise in the educational attainment of Virginia's citizens as an indication that the Commonwealth is making good on its commitment to access.

In Virginia, a student from a low income family had a 36.7% chance of attending college in 1997.

Postsecondary Education Opportunities, no. 78, Dec. 1998

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At a time when nearly universal access to higher education is a fundamental requirement for prosperity in the knowledge-based economy of the 21st century, about two-thirds of Virginia high-school graduates go on to some form of post-secondary study. The Virginia Community College System, the on-ramp to access for many students, enrolls today over 132,000 students, or about one of every three enrollments in Virginia higher education. Over 50 percent of adult Virginians today have had at least some college – a dramatic increase compared to the start of the 20th century, when only three percent of Virginians received any college education.

Whether we see risk or success – or a combination of the two – in this description, chances are that we see college education as the key to future success for our own children and our children's children. Chances are that we also see a college education as a key to our own future – or as the key that has already opened many doors for us.

"Now, many people don't begin post-secondary education until later in life. Even those who earn degrees as young adults, moreover, are faced with the necessity for returning for educational 'booster shots' on a periodic basis."

The Challenges and Opportunities Facing Higher Education

Managing Enrollment Growth

To keep the doors to higher education open, the Council of Higher Education works in concert with the colleges and universities to anticipate and manage enrollment growth. Enrollment growth has been subject to constraints of available resources including faculty, staff, facilities, and funds. The Commonwealth and the colleges and universities can choose to increase financial support to keep pace with enrollment, to constrain

"Weekend College was implemented in 1997 in response to the needs for programs to be accessible by persons whose schedules did not permit them to attend classes . . . during the week. In addition to the greater access to educational opportunities . . . the Weekend College has increased the productivity by attracting a new population."

Old Dominion University *Building the University of the 21st Century*

Table 4
Fall Headcount and Annual FTE Enrollment
by Institution Type, 1997-98

Type of Institution	Headcount Full-Time	Part-Time	Total	FTE
Four-Year Public	125,427	45,622	171,049	140,620
Two-Year Public	35,455	5	35,460	65,861
Private	42,906	12,700	55,606	46,879
ALL INSTITUTIONS	203,788	58,327	262,115	253,360

Source: SCHEV data

FTE calculation: 1 FTE = 30 undergraduate credit hours or 24 graduate credit hours

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"GOAL: Enable identified secondary and first generation college students to establish the record and develop the capability and capacity to enroll at colleges and universities and to succeed academically, culturally, personally, and socially."

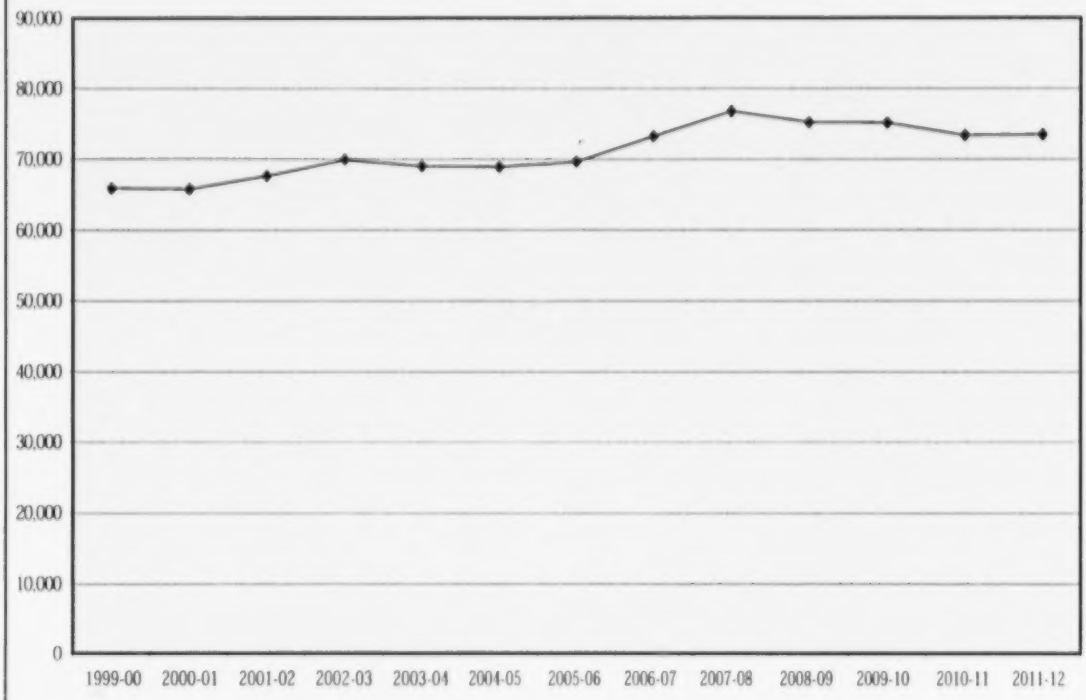
Virginia State University Strategic Plan – 1998 Progress Report

enrollment growth based on resources, or to find new ways to accommodate increases in enrollment without concomitant increases in funding.

But enrollment grows in a wave pattern, imposing the need for adjustments downwards as well as upwards. Based on projections of the size of Virginia high school graduating classes through 2012, we anticipate that first-year classes will grow from 2003 through 2007 and decline afterwards. Virginia must, therefore, accommodate the growth without building excess capacity.

As a first step, funding for enrollment growth should be targeted to identified deficiencies – matching student populations

Table 5
Virginia High School Graduates, 1999-00 to 2011-12



Source: Western Interstate Commission for Higher Education, 1998

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and institutional potential to accommodate growth. We must accept growth, but we must manage growth. As a second step, the Commonwealth should insist that enrollment growth be justified by new demand. Several recommendations for managing enrollment growth are offered under Goal Three of this Plan ("to anticipate future needs of all constituents of higher education through improved system-wide planning").

Access to Programs

It is not merely the presence of an institution that addresses the important tenet of access. In addition to providing space for citizens, the Commonwealth should encourage the right kinds of space and programs. Courses and academic programs, at all levels, need to be relevant to the needs of the many clients served by the public investment in higher education. The premise underlying Goal Three of this Plan – and indeed all the goals – is that Virginia's colleges and universities should become more systematic in their planning efforts to ensure effective coverage of the needs of the clients. And these planning efforts should canvas private offerings no less than public offerings.

"Students from low income family backgrounds face barriers to higher educational opportunity that students from higher income families find to be mere inconveniences or irrelevant to their pursuit of higher education. These barriers include academic, financial, cultural and social obstacles to be overcome before and during college. That so few students from these low income families make it into the higher education system is evidence of the seriousness of these barriers."

Postsecondary Education Opportunity, no. 78, Dec. 1998

Opportunity for Success

Finally, access to higher education is meaningless if segments of the population habitually are overlooked or if students who do enroll do not progress or fail to meet their educational goals. While much of the responsibility for success rightfully rests with the individual student, we cannot dismiss the responsibility of Virginia's colleges and universities to add the value of opportunity for success for each student. A fundamental aspect of providing access to higher education for Virginia's citizens is ensuring that our public and private colleges provide the high-quality teaching and the overall academic and student life environment that will help students attain their educational goals.

"The theme of higher education in the next century is that the link between quality and exclusiveness has been broken."

Sir John Daniel in "Perspective on Higher Education in the Global Market"

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Table 6A Fall On- and Off-Campus Headcount Enrollment

Four-Year Public Institutions	1995-96 Actual	1996-97 Actual	1997-98 Actual	1998-99 Actual	1999-00 Projected	2000-01 Projected	2001-02 Projected	2002-03 Projected	2003-04 Projected
Christopher Newport University	4,545	4,565	4,877	5,004	5,128	5,224	5,294	5,341	5,380
Clinch Valley College	1,412	1,416	1,515	1,483	1,550	1,568	1,574	1,580	1,586
College of William and Mary	7,622	7,662	7,571	7,590	7,576	7,554	7,512	7,498	7,487
George Mason University	24,172	24,368	23,826	24,010	24,337	24,616	24,932	25,254	25,571
James Madison University	12,121	13,209	14,115	14,996	15,403	15,495	15,556	15,593	15,688
Longwood College	3,404	3,325	3,352	3,444	3,645	3,832	3,985	4,099	4,170
Mary Washington College	3,755	3,745	3,840	3,806	3,990	4,137	4,219	4,411	4,586
Norfolk State University	8,119	8,045	7,534	7,115	7,039	7,022	6,994	6,962	7,016
Old Dominion University	17,077	17,800	18,556	18,552	18,879	19,170	19,438	19,698	19,958
Radford University	8,687	8,270	8,534	8,368	8,621	8,752	8,821	8,878	9,022
University of Virignia	21,720	21,488	21,937	22,086	22,156	22,261	22,381	22,553	22,717
Virginia Commonwealth University	21,298	21,681	22,702	23,125	23,210	23,648	24,023	24,365	24,673
Virginia Military Institute	1,196	1,218	1,282	1,328	1,333	1,325	1,324	1,324	1,324
Virginia Tech	25,492	26,015	27,208	27,663	27,134	27,247	27,381	27,547	27,732
Virginia State University	3,984	4,006	4,200	4,341	4,443	4,537	4,598	4,672	4,726
Total Four-Year Institutions	**164,604**	**166,813**	**171,049**	**172,911**	**174,444**	**176,388**	**178,032**	**179,775**	**181,636**
Total Community Colleges	127,140	123,337	129,220	131,209	131,209	131,209*	131,209*	131,209*	131,209*
Richard Bland College	1,205	1,266	1,190	1,321	1,328	1,336	1,344	1,353	1,361
Total Two-Year Institutions	**128,345**	**124,603**	**130,410**	**132,530**	**132,537**	**132,545**	**132,553**	**132,562**	**132,570**
Total All Public Institutions	**292,949**	**291,416**	**301,459**	**305,441**	**306,981**	**308,933**	**310,585**	**312,337**	**314,206**
Four-Year Inst. Change from 1995-96		**1.34%**	**3.92%**	**5.05%**	**5.98%**	**7.16%**	**8.16%**	**9.22%**	**10.35%**
Total Percent Change from 1995-96		**-0.52%**	**2.90%**	**4.26%**	**4.79%**	**5.46%**	**6.02%**	**6.62%**	**7.26%**

Source: SCHEV data; FTE calcuation: 1 FTE = 30 undergraduate credit hours or 24 graduate credit hours; *VCCS does not project enrollments

Table 6B Annual FTE Enrollment

Four-Year Public Institutions	1995-96 Actual	1996-97 Actual	1997-98 Actual	1998-99 Estimated	1999-00 Projected	2000-01 Projected	2001-02 Projected	2002-03 Projected	2003-04 Projected
Christopher Newport University	3,474	3,545	3,799	3,960	4,045	4,125	4,186	4,221	4,259
Clinch Valley College	1,276	1,248	1,303	1,353	1,436	1,453	1,468	1,472	1,478
College of William and Mary	7,472	7,500	7,525	7,555	7,506	7,487	7,444	7,430	7,424
George Mason University	17,057	17,258	17,480	17,675	17,892	18,103	18,321	18,540	18,762
James Madison University	11,971	13,049	13,920	14,704	15,242	15,333	15,383	15,400	15,429
Longwood College	3,367	3,246	3,301	3,431	3,595	3,770	3,913	4,013	4,074
Mary Washington College	3,358	3,467	3,564	3,562	3,741	3,878	3,950	4,132	4,297
Norfolk State University	7,331	7,303	6,717	6,558	6,250	6,242	6,258	6,268	6,243
Old Dominion University	13,184	13,681	13,913	14,091	14,320	14,519	14,699	14,873	15,044
Radford University	8,117	7,836	7,921	8,156	8,387	8,524	8,597	8,659	8,776
University of Virignia	20,489	20,602	20,965	21,139	21,113	21,186	21,256	21,399	21,533
Virginia Commonwealth University	17,383	17,642	18,241	18,263	18,507	18,821	19,085	19,322	19,530
Virginia Military Institute	1,399	1,402	1,499	1,550	1,560	1,549	1,549	1,549	1,549
Virginia Tech	24,931	26,233	26,813	27,096	26,771	26,752	26,728	26,795	26,843
Virginia State University	3,592	3,518	3,706	3,644	3,700	3,852	4,055	4,200	4,302
Total Four-Year Institutions	**144,401**	**147,530**	**150,667**	**152,737**	**154,065**	**155,594**	**156,892**	**158,273**	**159,543**
Total Community Colleges	72,736	71,436	74,290	74,290	74,290	74,290*	74,290*	74,290*	74,290*
Richard Bland College	928	963	940	950	955	961	967	974	980
Total Two-Year Institutions	**73,664**	**72,399**	**75,230**	**75,240**	**75,245**	**75,251**	**75,257**	**75,264**	**75,270**
Total All Public Institutions	**218,065**	**219,929**	**225,897**	**227,977**	**229,310**	**230,845**	**232,149**	**233,537**	**234,813**
Four-Year Inst. Change from 1995-96		**2.17%**	**4.34%**	**5.77%**	**6.69%**	**7.75%**	**8.65%**	**9.61%**	**10.49%**
Total Percent Change from 1995-96		**0.85%**	**3.59%**	**4.55%**	**5.16%**	**5.86%**	**6.46%**	**7.10%**	**7.68%**

Source: SCHEV data; FTE calcuation: 1 FTE = 30 undergraduate credit hours or 24 graduate credit hours; *VCCS does not project enrollments

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C. Quality

How do we define quality? How do we know whether Virginia's public and private colleges are providing the high-quality teaching and the overall academic and student life environment that will help students attain their educational goals?

> *"Probably the most important revolution on higher education's agenda is the shift from processes to outcomes – from asking, 'What courses did you take and pass when you were in college?' to asking, 'What do you know and what can you do?'"*
>
> *Policy Perspectives – A Very Public Agenda*

Focus on Outcomes

Determinations of quality in higher education have traditionally been based primarily on the work of the admissions office rather than the graduation office. That is to say that general perceptions of institutional quality are more often influenced by the readily available academic qualifications of admittees than by the accomplishments of graduates. Other traditional indicators of quality are the academic qualifications of the faculty, the amount of money spent by the institution on instruction, and the beauty of campus facilities – all commonly referred to as "input" measures.

> *"What stimulates [learning] is the character of the learning environment that other students and faculty create, and the nature and strength of the interactions they provide for learning and change of all kinds. The research makes abundantly clear the important influences [of] faculty members . . . But students also change because of other students, the academic program required of them, departmental climates, the residence hall arrangements and environment, co-curricular activities, and (to a lesser extent) institutional size and physical quality."*
>
> *Designing Colleges for Greater Learning*

The 1999 Virginia Plan for Higher Education pursues a new conception of quality. This Plan suggests that excellence in higher education is best evaluated not by who comes in, but rather by who leaves – as indicated by a variety of "output" measures.

This new way of defining and assessing quality in higher education shows up strongly in the strategic plans of many of Virginia's colleges and universities. Further, at every one of the meetings held to discuss the 1999 Plan, participants spoke frequently and compellingly about why this change is necessary and appropriate. It is clear a new vision of what we mean by excellence in higher education is already emerging at public and private campuses throughout Virginia and that faculty and administrators have begun adapting institutional practices based on this new vision. All the goals and recommendations in the 1999 Plan are designed to work in an interconnected way to promote an outcome-based vision of quality and to enhance the capability of Virginia's colleges and universities to deliver excellent programs.

> *"The information from the focus groups was also used to help revise Longwood Seminar, the College's freshman transition program . . . The revised model emphasizes the creation of small learning communities, organized around specific academic disciplines, and supported by mentoring teams consisting of faculty members, Student Affairs professionals, and peer (student) mentors . . . Initial assessment data indicate that participating students have a high level of satisfaction with the revised Seminar . . ."*
>
> *Longwood College 1998 Consolidated Report*

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> *"[Radford] University has created an educational environment characterized by higher academic standards for progression and retention and complemented them with firm support. It is in this context that faculty, staff, and students are creating a rich academic culture within a community of learners where there is appropriate challenge to grow and develop and substantial encouragement and mentoring to make that process enriching and rewarding."*
>
> *Radford University Strategic Plan Progress Report, 1998*

While each institution must develop specific, new conceptions of quality relevant to its unique mission, the following list of examples captures important elements of a shared focus on the "value-added" contributions that institutions make toward desired outcomes. It shifts away from focusing on inputs as the way to gauge excellence.

An outcome-based approach to quality considers the extent to which the educational programs actively develop students' individual talents. A fundamental aspect of tracking student development is to start with an understanding of what the student knows and can do upon entering college and to track, over the course of the student's college years, growth in cognitive skills and associated personal development. There are many useful approaches for evaluating student development, and most colleges and universities, in fact, use multiple approaches to assessment. What matters most is that attention to student development and achievement ought to be documented and continual and that the focus considers the full range of development: knowledge, abilities, skills, goals and attainments.

In relation to faculty, indices of quality are numerous and subject to particular determination at each institution. What is far less variable, however, is the necessity for a highly self-conscious conversation about quality at each institution in order to make quality an effective part of planning and assessment. Whether with respect to teaching, research, or service, quality comes to light only in a highly deliberative environment, in which the faculty sustains through exchange both the motivation for and the modes of conducting assessment.

> *"A culture of evidence would reflect attentiveness in institutional decision-making to questions, particularly questions about educational purposes, and to indicators that lead to the development of information about issues of importance to stakeholders within the institution."*
>
> *Assessment 1990: Accreditation and Renewal*

The indices of quality for administrators may be considered through a variety of measurable approaches. Administrators attain high levels of quality chiefly when creating campus climates that sponsor the flourishing of students, faculty, and staff, that set high expectations for performance, and that manage campus resources to ensure opportunity to meet expectations. The administrator is primarily responsible to assure that all members of the institution understand its mission and goals and their roles in achieving them.

Assessing Outcomes

Institutions can achieve high quality performance by requiring systematic attention to ensure that best educational practices are used in the academic programs and that best business practices are used in the

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management of the human, fiscal, and capital resources of the institution. American industry has shifted its understanding about how to achieve a quality product from an "end of the line" quality inspection approach to one that focuses on the processes that are used to achieve the end product. Similarly, higher education institutions look at the processes they use to produce desired outcomes in order to discover ways to increase their effectiveness. Continuous quality assessment means examining the quality of processes as well as the outcomes of processes.

Continuous quality assessment has long served as a foundation and inner logic of the academic tradition. Higher education sets excellence as its standard. A core belief of the faculty at Virginia's colleges and universities – and elsewhere – is that academic rigor and deep learning are best pursued by challenging oneself and one's students to the outer limit of ability.

At the same time that some of the lessons learned by business and industry are relevant for higher education, it is essential to acknowledge as well that there are fundamental differences between the two enterprises. Colleges and universities do not work to produce widgets. Rather, their mission is to develop the human mind. For that reason, this Plan promotes the concept of continuous quality assessment – as distinct from continuous quality improvement – in recognition that the idea of infinite improvement may inaptly portray the human mind as a product.

Most importantly, continuous quality assessment entails placing the full brunt of responsibility for evaluating outcomes squarely on the shoulders of those responsible for delivering the outcomes. This Plan recommends changes in policy and governance that aim, among other things, to place full responsibility upon each public Virginia college and university for achieving results.

Virginia's system of higher education has made good progress in developing and using tools to assess academic programs, in part because the state code mandates that each public institution implement a system of academic program assessment and that SCHEV report on the findings in the biennial updates of the Virginia Plan for Higher Education. That reporting fell into disuse in recent years, but the institutions benefited nonetheless from

"The most critical issue facing the University is the success of its students. The elements that will impact this issue include providing a stimulating academic environment, enhancing student activities and other social and interpersonal skills, improving administrative services to make them more customer oriented, and providing a comfortable physical environment that will assist in the learning process."

Norfolk State University Consolidated Strategic Plan and Assessment Report, 1998

"For some time now, Mary Washington College has used assessment as the primary vehicle to provide information about the effectiveness of its operations. . . For 1997-98 alone, a total of 77 changes were made in the areas of curriculum, faculty, equipment, and other . . . each change was based on evidence obtained through the assessment process."

Mary Washington College 1998 Consolidated Report

"CNU continues to emphasize productivity, efficiency and cost effectiveness . . . in a variety of ways. Chief among them is the growing reliance on automated technology in the delivery of academic courses, administrative business processes, and how we communicate."

Christopher Newport University 1998 Consolidated Report

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the practices put in place. Over the past fifteen years, faculty support for, expertise in, and use of assessment activities has steadily grown.

While good progress has been made overall, some institutions have advanced further than others in weaving assessment into the fabric of teaching and learning on their campuses. Goal Two of this Plan recommends that Virginia's public and private colleges alike now deepen, expand, and enrich their use of assessment as a tool to support the broad aim of continuous quality assessment.

D. Affordability

Concern about how to make college affordable for Virginia's students and their families has been a high profile issue in the public debate about higher education in the Commonwealth for much of the past decade. Legislators, policy analysts, and educators approach this issue from several vantages. A key component of useful debate about affordability is awareness of the interlocking relationship between tuition support and taxpayer support, including public funds for financial aid. For example, Virginia has a long tradition of funding higher education through a combination of high tuition cost and high investments in financial aid – a funding model often called "high-cost/high-aid."

Some emphasize the long-term, progressive, net positive record of public support for higher education, while others focus on interludes of economic and financial challenge in which higher education has experienced declines in public funding. The Council has continued to draw legislative and executive attention to the fact that current levels of financial aid funding allow public institutions to meet less than fifty percent of the cost of education beyond what needy students and their families can afford. Nor has the issue of affordability been of concern only for the public institutions.When SCHEV invited the Private College Advisory Committee to assist in developing this Plan, these college presidents also stressed the difficulty of keeping tuition affordable.

Table 7
Virginia Per FTE General and Nongeneral Funding to Public Institutions, 1989-1997 (current dollars)

Source: IPEDS Finance 1988-97

Table 8
Percent of state Tax Fund Appropirations for Higher Education
State Need-Based Financial Aid Grant Programs
(1996-97)

Rank	State	Need-Based Grants (Thousands)	State Tax Fund Appropriations	Percent for Need-Based (Thousands) Grant Aid
1	New York	633,357	2,811,204	22.53%
2	Vermont	11,457	54,868	20.88%
3	Pennsylvania	240,459	1,649,324	14.58%
4	Illinois	272,898	2,126,177	12.84%
5	New Jersey	152,458	1,348,217	11.31%
6	Minnesota	92,707	1,091,639	8.49%
7	Indiana	77,834	1,032,113	7.54%
8	Massachusetts	57,413	825,728	6.95%
9	Iowa	41,938	711,021	5.90%
10	**Virginia**	**59,025**	**1,071,375**	**5.51%**
11	Washington	58,163	1,077,410	5.40%
12	Michigan	90,988	1,756,823	5.18%
13	Wisconsin	49,008	966,966	5.07%
14	Ohio	86,770	1,764,824	4.92%
15	Colorado	29,248	619,055	4.72%
16	California	259,660	5,939,292	4.37%
17	Maryland	36,634	848,221	4.32%
18	Rhode Island	5,699	134,427	4.24%
19	Kentucky	28,902	707,323	4.09%
20	Connecticut	20,297	542,350	3.74%
21	Maine	6,636	182,383	3.64%
22	Oregon	16,241	480,702	3.38%
23	West Virginia	10,527	342,178	3.08%
24	New Mexico	14,879	487,390	3.05%
25	South Carolina	21,540	711,003	3.03%
26	Oklahoma	16,517	616,700	2.68%
27	Arkansas	12,569	486,972	2.58%
28	Tennessee	18,652	914,661	2.04%
29	Kansas	10,171	535,353	1.90%
30	Nevada	4,197	238,273	1.76%
31	Missouri	13,681	793,068	1.73%
32	Florida	33,860	2,017,348	1.68%
33	Texas	47,549	3,191,337	1.49%
34	North Dakota	2,202	153,815	1.43%
35	Louisiana	7,172	645,904	1.11%
36	North Carolina	18,865	1,852,013	1.02%
37	Delaware	1,234	148,471	0.83%
38	New Hampshire	669	82,989	0.81%
39	Nebraska	3,211	401,750	0.80%
40	Utah	2,170	445,766	0.49%
41	Arizona	2,751	731,762	0.38%
42	Idaho	724	241,555	0.30%
43	South Dakota	346	117,401	0.29%
44	Montana	314	125,735	0.25%
45	Alabama	1,984	967,749	0.21%
46	Georgia	2,165	1,302,566	0.17%
47	Wyoming	160	116,183	0.14%
48	Alaska	213	172,011	0.12%
49	Hawaii	379	351,127	0.11%
50	Mississippi	540	668,591	0.08%
	TOTALS	**2,577,033**	**46,601,113**	**5.53%**

Source: Postsecondary Education OPPORTUNITY, February 1999

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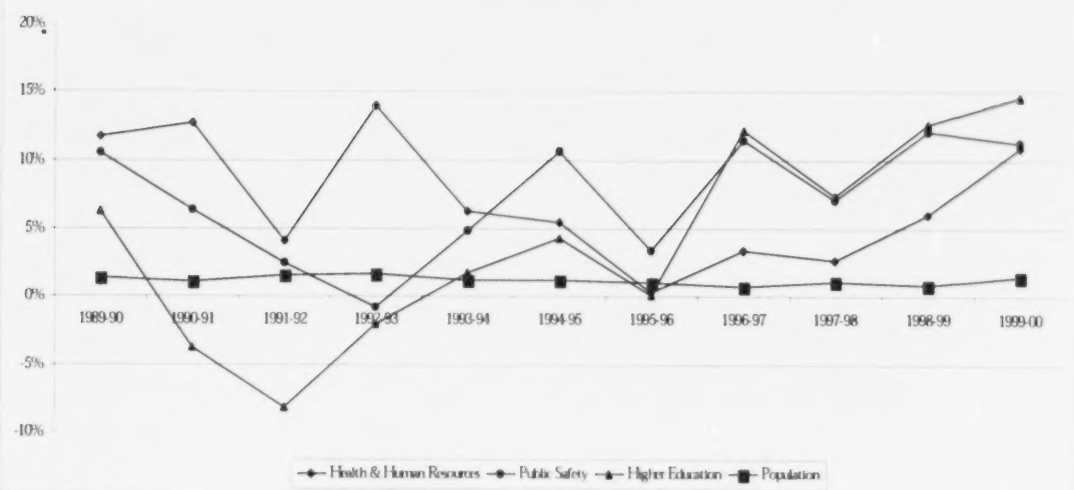
> *". . . the College is committed to an ongoing review of its academic programs, student service programs and activities, and service delivery methods to ensure the most effective and efficient use of its limited resources."*
>
> The College of William and Mary 1998 Strategic Planning Update

Controlling Costs

The Council, General Assembly, and Governor have taken a series of important short-term steps to address the issue of affordability. Since 1994, Virginia's public colleges and universities have undertaken and reported on efforts to contain costs through restructuring. The 1999 Virginia Plan assumes the continuing need for colleges and universities to restructure, to reallocate resources internally, and to review and focus on priorities. Restructuring (the equivalent of "right-sizing" in industry) remains a permanent feature of the landscape of higher education – here and throughout the nation. Collaboration among institutions is one means that is used by Virginia's colleges and universities (both public and private) to minimize costs, while also enhancing quality and expanding access. Goal Four of this Plan recommends ways to support such collaboration.

In 1994, Virginia's leaders also acted to limit in-state tuition increases at the public colleges and universities to three percent, and in 1996 a tuition freeze was legislated. The 1999 General Assembly passed legislation to adopt Governor Gilmore's goal of a twenty percent across-the-board tuition reduction for in-state undergraduates at Virginia's public colleges and universities and an increase in Tuition Assistance Grant funding to approximately $2,700.

Table 9:
Annual Percentage Growth of General Fund
In Selected Sectors in Virginia



Note: (1) Population growth is based on calendar year while funding growth is based on fiscal year.
(2) 1999 Population growth is a projection.

Source: (1) State Appropriation Acts. (2) Virginia Employment Commission population growth data.

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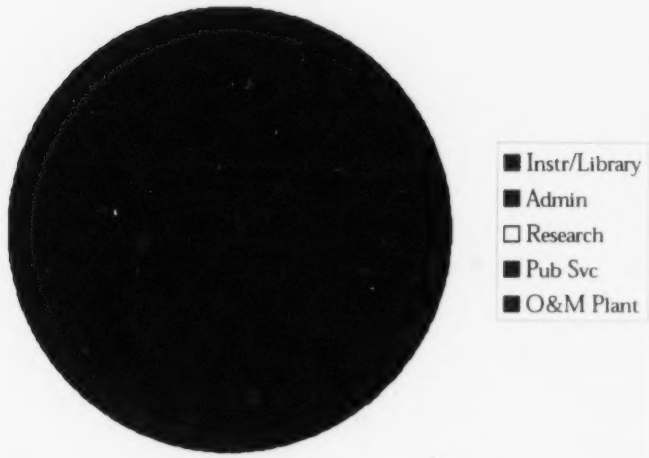
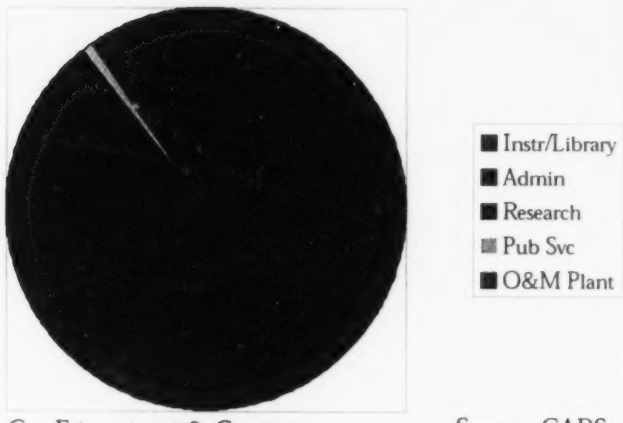
Table 10A
E&G Expenditures at Two-Year Public Institutions: 1997-98



E & G = Educational & General

Source: CARS

Table 10B
E&G Expenditures at Four-Year Public Institutions: 1997-98



E & G = Educational & General

Source: CARS

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Table 10C
E&G Expenditure History
(Constant 1997-98 Dollars)

Source: CARS; E & G = Educational & General

A New Approach to Funding

These short-term measures have been undertaken just as work has begun to develop new approaches to funding public higher education. The old, formula-based, input-focussed approach to appropriating funds proved unworkable – and largely unused – for the crisis decade just passing. The studies and debates being conducted by the Blue Ribbon Commission on the Future of Higher Education in the 21st Century, the Joint Legislative Subcommittee on Higher Education Funding, and SCHEV will produce new models, using new approaches.

In May 1999, the Council adopted a new Performance Funding Model, which will guide budget recommendations for the 2000-02 biennium wherever possible, recognizing that, during a transition period, actual budget proposals may include some elements of old as well as new approaches. Recommendations 1.1 through 1.5 of this Plan outline this Model.

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Table 11A
1996-97 Per FTE Funding by Source at Public Institutions (Median)

State	Rank	Tuition & Fees	Rank	State Appropriations	Rank	State Financial Aid	Rank	Total General & Nongeneral Funds
AK	19	2,705	1	7,071	25	64	1	9,827
AL	35	1,786	22	3,997	36	15	29	6,252
AR	40	1,548	14	4,653	20	101	22	6,640
AZ	43	1,426	50	1,382	34	18	49	3,202
CA	50	561	39	3,263	21	86	47	3,707
CO	16	2,725	41	3,011	6	303	30	6,204
CT	4	4,186	12	4,833	23	81	4	8,935
DE	28	2,112	8	5,313	18	112	9	8,394
FL	36	1,643	13	4,725	43	3	25	6,428
GA	30	2,034	3	5,527	2	574	10	8,011
HI	37	1,587	16	4,428	44	2	35	5,935
IA	17	2,723	29	3,649	27	51	28	6,258
ID	22	2,563	9	5,104	30	33	11	7,730
IL	39	1,571	48	1,464	47	0	50	2,968
IN	14	2,819	28	3,720	12	159	19	6,865
KS	41	1,510	47	1,869	48	0	48	3,365
KY	10	3,161	7	5,341	17	132	8	8,525
LA	25	2,252	38	3,323	37	13	39	5,494
MA	9	3,165	6	5,402	9	206	7	8,602
MD	7	3,268	42	2,709	38	11	17	6,991
ME	11	3,070	10	5,015	14	149	6	8,773
MI	20	2,673	40	3,240	26	57	37	5,715
MN	15	2,738	17	4,336	3	351	12	7,685
MO	21	2,620	21	4,083	49	0	21	6,703
MS	44	1,416	24	3,893	22	81	45	5,172
MT	13	2,998	34	3,560	29	38	18	6,892
NC	49	896	2	6,222	28	42	15	7,177
ND	23	2,524	23	3,975	50	0	23	6,599
NE	31	1,997	31	3,635	31	29	34	6,003
NH	2	4,924	45	2,518	39	8	13	7,461
NJ	12	3,064	49	1,437	5	314	46	4,841
NM	48	988	11	4,841	11	181	27	6,314
NV	45	1,335	5	5,459	45	2	20	6,752
NY	8	3,235	44	2,659	1	796	14	7,222
OH	5	3,790	37	3,403	19	107	16	7,078
OK	46	1,303	27	3,727	35	17	40	5,454
OR	32	1,992	30	3,639	15	139	31	6,166
PA	3	4,501	18	4,209	8	208	3	9,345
RI	6	3,704	4	5,483	10	184	2	9,372
SC	26	2,193	20	4,110	16	137	24	6,568
SD	18	2,717	43	2,679	42	5	41	5,443
TN	42	1,449	25	3,836	33	24	44	5,213
TX	38	1,574	33	3,572	32	25	43	5,313
UT	27	2,115	15	4,509	24	80	26	6,320
VA	33	1,988	36	3,485	7	275	33	6,119
VT	1	6,267	46	2,263	46	0	5	8,797
WA	34	1,820	26	3,765	4	325	36	5,870
WI	29	2,074	32	3,621	41	7	38	5,605
WV	24	2,436	35	3,547	13	151	32	6,164
WY	47	1,228	19	4,158	40	8	42	5,328

Source: IPEDS 1996-97 Finance; Part-time FTE = .33 FTE

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Table 11B
1996-97 Per FTE Funding by Source at Public Institutions (Average)

State	Rank	Tuition & Fees	Rank	State Appropriations	Rank	State Financial Aid	Rank	Total General & Nongeneral Funds
AK	21	2,721	1	8,798	19	136	1	11,655
AL	33	2,203	18	4,606	43	35	30	6,845
AR	43	1,772	15	4,978	30	117	28	6,867
AZ	36	1,978	45	2,900	35	76	48	4,954
CA	46	1,512	19	4,557	11	222	41	6,290
CO	18	3,069	42	3,162	7	314	35	6,544
CT	4	4,499	4	5,996	37	70	2	10,566
DE	6	3,924	17	4,630	16	145	10	8,699
FL	44	1,757	11	5,179	38	69	27	7,005
GA	30	2,417	5	5,815	2	752	7	8,984
HI	45	1,749	10	5,270	48	3	26	7,022
IA	19	2,868	21	4,487	34	93	20	7,448
ID	28	2,480	8	5,372	44	35	13	7,887
IL	42	1,851	50	2,378	24	128	50	4,357
IN	17	3,185	44	2,931	25	127	42	6,244
KS	41	1,855	46	2,745	46	22	49	4,622
KY	12	3,317	2	7,075	23	129	3	10,520
LA	31	2,278	40	3,574	41	50	44	5,903
MA	9	3,600	14	5,062	10	237	8	8,900
MD	7	3,887	41	3,564	39	62	19	7,512
ME	13	3,262	12	5,118	14	158	11	8,538
MI	14	3,220	34	3,880	18	139	22	7,238
MN	11	3,372	9	5,308	4	402	6	9,082
MO	15	3,218	26	4,307	49	1	18	7,527
MS	37	1,962	25	4,361	32	94	37	6,417
MT	23	2,707	38	3,669	36	74	36	6,450
NC	50	1,120	3	6,590	31	103	14	7,813
ND	26	2,612	28	4,242	50	0	29	6,854
NE	38	1,937	39	3,596	29	118	45	5,651
NH	2	5,094	49	2,575	47	11	17	7,679
NJ	16	3,209	43	3,090	3	468	32	6,768
NM	49	1,463	7	5,477	12	190	23	7,130
NV	40	1,930	6	5,689	33	94	16	7,713
NY	10	3,457	27	4,260	1	820	12	8,538
OH	8	3,771	32	3,906	21	130	15	7,806
OK	47	1,510	33	3,888	27	121	46	5,519
OR	25	2,690	30	3,997	20	135	31	6,822
PA	3	4,655	36	3,828	9	299	9	8,782
RI	5	4,287	13	5,103	6	317	5	9,707
SC	22	2,710	23	4,405	22	129	21	7,245
SD	24	2,696	47	2,643	40	54	47	5,392
TN	39	1,931	24	4,385	42	40	40	6,356
TX	34	2,136	22	4,429	17	143	33	6,708
UT	35	2,133	16	4,739	15	157	25	7,029
VA	20	2,812	31	3,936	8	309	24	7,057
VT	1	7,042	48	2,586	28	119	4	9,748
WA	32	2,217	29	4,031	5	369	34	6,617
WI	27	2,510	35	3,832	45	23	39	6,365
WV	29	2,446	37	3,758	13	170	38	6,374
WY	48	1,466	20	4,516	26	125	43	6,107

Source: IPEDS 1996-97 Finance; Part time FTE = .33 FTE

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E. Accountability

> *"GOAL: Ensure that RU remains responsive to the community, accountable to the state, and engaged in steady and positive change."*
>
> *Radford University Strategic Plan Progress Report 1998*

Virginia's statewide system of institutions of higher education is responsible to the Commonwealth in general and, as a consequence is accountable to a number of different constituencies: to the Governor and the General Assembly, who appropriate taxpayers' dollars to assist individual public and private institutions in carrying out their missions; to students and their families, who are both consumers and the immediate beneficiaries of higher education; to businesses and other employers, who benefit from the presence of a well-educated workforce; and to private donors, both individual and corporate, who provide funds that enable the institutions to maintain a margin of excellence that would not be possible through public support and tuition revenues alone. During the discussions that led to the development of this Plan, presidents, provosts, chief financial officers, and faculty at Virginia's public and private colleges and universities insisted upon their strong sense of accountability to all of these constituencies.

> *"Although the focus on performance measures in recent years has been a result of the clarion call for accountability, their real benefit is to serve as an institutional barometer to assess efficiency and quality of services. James Madison University has been a leader in the performance measurement arena. Evaluation efforts permeate university functions. JMU has been and continues to be committed to using the results of these measurements to create tangible steps to transform the organi-zation."*
>
> *James Madison University 1998 Consolidated Restructuring Report*

While accountability has long been embraced as a top priority for Virginia's system of higher education, during the past decade voices from a number of quarters have called for an increased emphasis on this broad aim. Nor is Virginia alone in this experience; state governments, coordinating and governing boards, and concerned citizens throughout the country have urged colleges and universities to take steps to become more accountable to the constituents they serve. Why is this so?

> *"Like the healthcare industry, the higher education sector must systematically address issues of cost, productivity, efficiency, and effectiveness as a prerequisite for increases in public sector investment."*
>
> *Breaking the Social Contract: The Fiscal Crisis in Higher Education*

Nationally, as tuition costs rose and public concern mounted in the early 1990s, students and families wanted greater assurance that the high cost of a college education would result in the outcomes they sought. Concern about escalating total costs shone a spotlight on faculty and administrative productivity. As American businesses down-sized and right-sized to enhance their competitiveness, increase productivity, and raise shareholders' return on investment, they looked to higher education to trim its costs, increase productivity, and restructure. Some sectors have voiced concern that college graduates obtain their diplomas without also obtaining the competencies and knowledge that ought to be built into the degree. Finally, a small but highly publicized number of cases of mismanagement

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> *"We believe that the faculty, administrators, and staff of the institutions will assume greater responsibility for the results they produce when they are given greater responsibility for their operations. This is true not only of institutions of higher education, but of any organization."*
>
> *Making Connections: Matching Virginia Higher Education's Strengths with the Commonwealth's Needs*

within higher education reinforced the sense that a tougher system of accountability was needed. What most observers seem to mean by accountability is that institutions, private and public, must manage their resources as a public trust, restraining costs and enhancing output.

A New Approach to Accountability

Beyond increased cost-consciousness, many observers now recognize that a new approach to accountability is needed. All the goals recommended in this plan are designed to work together to make use of a new approach to strengthen accountability while simultaneously increasing access, enhancing quality, and controlling cost. Recommendations 3.8 through 3.11 of the Plan offer specific ideas to strengthen internal governance relations, especially in connection with statewide coordination.

Do not confuse accountability with regulation. These two concepts are diametrically opposed. While regulation means control from an external source, accountability necessitates self-control: being answerable for results or outcomes, while maintaining autonomy and a degree of flexibility. Virginia's system of higher education has traditionally drawn strength from the autonomy of its institutions, but in a de facto environment of velvet-gloved regulation. We now seek to reduce the burden of bureaucratic regulations and to enhance the institutions' flexibility in responding to changing circumstances. One of the messages expressed most strongly in meetings with faculty and administrators at the public colleges was the need for a paradigm shift in our thinking about how best to achieve accountability. Now is the time to switch from a system of pre-approval regulations that drain administrative time and constrain strategic planning to a system of post-audit accounting of results.

A deregulatory initiative has already begun through pilot projects started under the direction of the Secretary of Finance in 1994 to test and evaluate decentralizing several aspects of the operations at a handful of institutions – such as finance and accounting, the purchase of goods and services, human resource management, and capital outlay. It is now time to convert these pilot projects into a new way of doing business at all of Virginia's public colleges and universities, as recommended in Goal One of this Plan. But we must not stop there. If we want our institutions to act like businesses then we must empower them to act as businesses. Allowing institutions the ability to manage their resources is paramount to their success. Further decentralization and greater flexibility are required – and will be accompanied by greater accountability.

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Further, the system may now benefit from extension of the principle of decentralization coupled with accountability to programmatic areas, by placing greater responsibility with the individual institutions for initiating new degree programs, as outlined in Recommendation 2.2 of this Plan. Along with greater responsibility for new program initiation, Goal Two proposes a stronger set of procedures for program assessment and a new role for the Council in auditing those procedures.

Table 12A
Decentralization Pilots in Finance and Accounting

Institution	Pilot
George Mason University	Payroll Processing
James Madison University	Payroll and Nonpayroll Processing
Old Dominion University	Payroll and Nonpayroll Processing
Radford University	Nonpayroll Processing
University of Virginia	Payroll and Nonpayroll Processing
Virginia Commonwealth University	Payroll and Nonpayroll Processing
Virginia Military Institute	Payroll and Nonpayroll Processing
Virginia Polytechnic and State University	Payroll and Nonpayroll Processing
College of William and Mary	Payroll and Nonpayroll Processing

Source: Office of the Secretary of Finance staff analyis of Department of Accounts decentralization pilots data

Table 12B
Decentralization Pilots Compensation Projects

Institution	Projects
George Mason University	Performance Based *
	Competency/Skills Based
Northern Virginia Community College	Competency/Skills Based *
University of Virginia	Competency/Skills Based *
	New Job Class Series *
	"Step-less" Pay Plan
Virginia Commonwealth University	Competency/Skills Based *
	"Step-less" Pay Plan
College of William and Mary	Performance Based *

* Pilot evaluated by the Department of Personnel and Training
Source: Department of Personnel and Training *Report on Pilot Compensation Program*

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"As Aristotle said, it's the dweller, not the builder, who knows the value of the house, the diner, not the cook, who is the proper judge of a meal. . . Still, it is the builder and the cook who must decide how to improve the house and the meal . . . "

Prescribing the Life of the Mind

"The vitality of any college depends on the vitality of its student body, but this is especially true for Intermont, where the students bear significant responsibility for their educational experience
. . . Yet that vitality is under assault at many institutions . . . Rather than responding to these challenges . . . by lowering standards, reducing enrollments, or placing tremendous financial burdens on families – Intermont will seek even more from and for its student body."

Virginia Intermont College "Shaping Lives, Building Futures"

Strong Institutional Governance

Institutions of higher education have traditionally maintained a system of shared governance, in which the faculty, the administration, and the governing board respectively have defined roles in institutional decision-making. The faculty collectively organizes – and to that extent owns – the curriculum, but this does not mean a system of exclusive or private ownership. Rather, the faculty is responsible to students, administrators, and board members; it must generate, sustain, and publicly defend its decisions concerning what is taught. The faculty carries out these responsibilities subject to review by the institution's governing board, which has final authority over all aspects of the institution's operations, subject to continuing oversight by the legislature. The faculty must be responsive to the legitimate expectations of these various bodies for educational outcomes, and assessment of student learning has long been a state-mandated means of holding the faculty and their institutions accountable in Virginia.

Because of its system of autonomous institutions of higher education, Virginia has relied substantially on the boards of visitors in its system of university governance. Higher education serves multiple societal purposes, of which the advancement of knowledge is only one of the most important. Governing boards are typically composed of persons from a variety of occupations and professions, and they often provide a perspective on academic matters that is more pragmatic and less academic than that of academics. It is therefore important that members of these boards have an appropriate understanding of the system of governance at the institutions on whose boards they serve. The General Assembly has directed the Council of Higher Education to sponsor Boards of Visitors training sessions, in order to orient and educate board members on the nature of their responsibilities. Expansion of these opportunities, and continued development of a related Council of Visitors, as suggested under Goal Three, is therefore of vital importance to the future of the statewide system.

Accountable to Students and Families

Finally, accountability to students and their families, the consumers of higher education, is of paramount importance. In this regard, it is essential to note the distinction between academic and nonacademic aspects of students' interaction with the institution. For example, a student stands in the role of consumer when complaining about the long lines at registration or the short hours during which a computer lab is open. However, that same student does not stand in the role of a mere consumer when

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complaining about the difficulty of a calculus course or the tough grading practices of a history professor. This distinction points out another important difference between higher education and most business enterprises.

> *"In short, students increasingly are bringing to higher education exactly the same consumer expectations they have for every other commercial establishment with which they deal. Their focus is on convenience, quality, service, and cost."*
>
> *Change* May/June 1998

The statewide system of higher education in Virginia should seek to be responsive to the consumer-oriented needs and interests of students, while at the same time insisting upon challenging each individual to attain the highest degree of academic excellence of which he or she is capable. In this way, the institution and the student are accountable to each other, as well as to the society that supports both. The institution is empowered to achieve its stated mission – to provide a quality education for the student – while raising the threshold for graduates.

IV. Planning Assumptions

The primary planning assumption guiding this document is that the Commonwealth of Virginia wishes to offer to all its citizens the highest quality undergraduate education through the diverse range of institutions that exist in the state, while at the same time keeping the costs to families and to the Commonwealth at a prudent level. The diversity of institutional missions has been the hallmark of the Virginia system of higher education for several decades and should remain so in the decades ahead.

Institutional enrollment levels can be expected to grow between now and 2007 and then to level off or decline slightly. Even if the state economy continues robust and growing, competition for state tax dollars to support multiple public purposes (tax relief, primary and secondary education, corrections, infrastructure, etc.) means that we should expect overall funding for higher education to increase modestly at best over the next several years. Higher education institutions will need to husband their financial resources in a manner that nonetheless will allow them to drive innovation and to go beyond the current high level of institutional performance.

The movement toward decentralization of decision-making authority from Richmond to the institutions will gain momentum. This shift will deliver greater accountability by placing both responsibility and authority with the institutions within a context of continuous quality assessment. Increasing technological demands – pervasive throughout higher education as well as generating powerful workforce training demands – will challenge higher education to deliver balanced and effective educational options.

> *"GMU has made a substantial institutional commitment to workforce development as a core of its new strategic plan and mission."*
>
> *George Mason University 1998 Restructuring, Strategic Planning & Assessment Consolidated Report*

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"GOAL: To increase the University's competitive position among its peers in enrolling the best graduate students who will become tomorrow's teachers and scholars."

University of Virginia
1997-98 Update on Restructuring, Assessment, and Strategic Planning

"The new General Education Program has been deliberately designed with assessment integrated into the program. In fact, each course is designed simultaneously with the assessment instruments used to evaluate [it] . . . No course sequence will be permitted to remain in the curriculum if adequate levels of student learning are not demonstrated."

James Madison University 1998
Consolidated Restructuring Report

"The impetus to establish a new general education curriculum came from the faculty and was influenced by prior assessments . . . From the outset, it was assumed that outcomes assessment would be part of the new curriculum which was implemented in 1996. We have now begun a formal five-year cycle to assess the extent to which the new requirements are meeting the College's general education goals."

The College of William and Mary
1998 Strategic Planning Update

The trend toward viewing universities as part of the economic engine of the state will grow with increasing partnerships between institutions and industry that go beyond workforce development issues to increased public and private funding of basic and applied research. Graduate programs in selected areas will become increasingly important as the Commonwealth continues its shift toward knowledge-based industries. The production of knowledge by higher education will become a more highly valued commodity than is currently the case. Also, the public service mission of higher education will continue to evolve in both importance and excellence.

With the arrival of the Class of 2004, the K-12 Standards of Learning will result in differently prepared students from high school, requiring adjustments by faculty to understand the students who are arriving as first-year students, what they know and what they can do. The issue of remedial services will remain an important part of the mission for the Virginia Community College System. Moreover, the VCCS institutions must provide the doorway into higher education for those who have been away from education for a period sufficiently long to need refresher course work in math, reading, and critical analysis.

The Commonwealth's commitment to provide a vital general education background to all college students will remain strong and will be accompanied by a vigorous discussion of what character this coursework should take – discussions that will occur not only within each institution but also at a wider, societal level. A growing focus on accomplished proficiency will set the tone.

The mix of public and private institutions in the Virginia system of higher education will remain much the same but will require added collaboration among institutions, as suggested in Goal Four, in order to maximize the benefits provided to students. Flexibility and cooperation on the part of higher education institutions will help guide overall planning.

While most students in higher education will continue to learn in environments that closely resemble those now prevalent, an increasing number of students (largely nontraditional students) will learn in environments that have not been part of mainstream

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higher education in America. These new learning environments will provide a challenge for ensuring quality of programs. Indeed, working in a state that is home to so many high-tech industries, Virginia educational researchers have the opportunity to lead the nation in identifying the characteristics of students who are best able to make effective use of the exploding number of technological options for the delivery of educational experiences. The public, thus, will be able to make wise choices regarding the most effective options.

"There is a revolution in information technology, and it's happening in Virginia . . . And Virginia has the chance to lead."

Secretary of Technology
Donald W. Upson

V. Goals and Recomendations

[redacted] 1.

To maximize the opportunities for strategic decision-making at all public colleges and universities by promoting decentralization within a context of continuous quality assessment.

For the past two decades, American business and industry have been learning the importance of strategic planning in order to remain competitive in a rapidly changing global marketplace. Organizations in other sectors of the economy are studying the lessons learned and are strengthening their capacity for strategic decision-making.

Virginia's public colleges and universities have likewise improved their processes for strategic change as a result of the restructuring required of them since 1994, because of the new approach to planning and budgeting adopted by the Department of Planning and Budget, and because the campus leaders recognize that strategic thinking is critical for an organization to achieve its mission in this day and age.

But, Virginia's public colleges and universities are hampered in their planning efforts by several factors. In too many cases, the authority for decision-making is vested outside the institution. A system of external pre-approval decision-making is too slow and cumbersome for today's fast-paced, competitive environment. More importantly, a system of

"Picture a postsecondary education system that serves as a flexible infrastructure for meeting diverse needs in a time of rapid change. This system would be versatile, accessible, attuned to new technologies and economic trends; capable of continuously redesigning itself around the needs of both traditional and nontraditional students; able to try out new things, take initiative and use resources wisely . . . In contrast to today's highly regulated and centrally managed system, individual institutions would have greater flexibility to define and achieve their missions, with incentives to grow into new markets with new services."

1998-99 Education Commission of the States Chairman's Agenda: Transforming Postsecondary Education for the 21st Century

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"Within the Radford University Community, everyone understands that developing and implementing a strategic plan not only requires predicting the future but also permits creating the future. Strategic planning is the catalyst that triggers a university's transition from reacting to circumstances to shaping the arena in which it can act progressively and effectively."

Radford University Strategic Plan Progress Report, 1998

external decision-making enables institutions to shirk making the tough decisions. As business has learned, strategic thinking entails not only deciding to do something new but also deciding to stop doing something old.

The following recommendations will advance the overall goal to maximize the opportunities for strategic decision-making at all public colleges and universities by promoting decentralization within a context of continuous quality assessment. This philosophy of combining increased decentralization with increased accountability also undergirds every other goal in the 1999 Plan.

RECOMMENDATIONS:

1.1 Develop long-term, progressive, and stable funding provisions.

In order to engage in the meaningful strategic decision-making urged throughout this Plan, Virginia's public colleges and universities need added control of their human, fiscal, and capital resources. Further, to engage in long-term strategic planning, they must have an improved ability to anticipate future funding provisions and to understand the probable impact of their planning on funding provisions – while keeping in mind that economic conditions are invariably subject to some unpredictability. Planning and budgeting need to be more closely coordinated. Also, the overall provisions for allocating taxpayer support to public institutions should be securely connected to the public policy purposes that originate the support.

In developing the 2000-02 budget recommendations to the Governor and General Assembly, the Council intends to make such recommendations using a new approach to determine institutional appropriations. The new Performance Funding Model is designed to maximize autonomy for decision-making at the institution level while holding the institution accountable for the use of such funds. A fundamental aspect of this model is to recognize mission differentiation and differing staffing patterns and to account for them accordingly.

The next four recommendations outline the key components of the new Performance Funding Model.

1.2 Establish base funding guidelines based on the necessary and continuing functions of the institutions.

In adopting the new Performance Funding model, the Council aims to ensure that base funding for each institution is adequately set and that provisions are made for periodic adjustment of that base to be certain that recurring operations of the institutions are appropriately funded.

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1.3 Provide an element of incentive funding based on performance indicators.

In its new approach to funding higher education, the Commonwealth should include an incentive element of performance-based funding. The Council, through its Performance Funding Model, incorporates an element of funding that is dependent upon achieving outcomes. Under this Model, the Commonwealth prescribes the desired outcomes and provides funding to those institutions that achieve them.

1.4 Define accountability measures to assure opportunity for review of base funding measures.

Inherent in this new funding approach is the philosophy that institutions should be given the ability to manage their fiscal, human, and capital resources. In order to accomplish this, the institutions need freedom from certain state bureaucratic processes and regulations. In exchange for these freedoms, institutions must meet certain standards to measure management accountability. The Council will develop such measures and assure their review as part of base budget analysis.

1.5 Secure for institutions sufficient control over assets to assure maximum return on investments and control of resources.

Again, as a means for institutions to recognize fully their strategic decision-making opportunities, decision-making must reside with the institution. Allowing institutions sufficient control of their assets will allow them to reap the benefits of greater return on investments. In addition, such control will allow institutions greater ability to adapt in a timely way to changing environments, hence reducing the opportunity costs associated with slow, externally controlled decision-making processes.

1.6 Decentralize appropriate administrative activities at every public college and university that can be empowered to carry out these activities.

The Council endorses the in-progress efforts led by the Secretary of Finance to decentralize many of the personnel, payroll, and procurement operations at those colleges and universities that are part of the pilot decentralization projects initiated in 1994. This Plan entertains moving those initiatives from a pilot status to standard practice and allowing other colleges and universities to operate under the decentralized practices, provided they can

> *"Decentralization pilots in institutions of higher education continue to afford the Commonwealth opportunities to promote efficient operations in institutions of higher education while ensuring proper oversight from central agencies . . . The progress made since the implementation of the pilot projects fours years ago is exceptional. Moreover, with on-going communication and collaboration between central agencies and institutions of higher education, additional opportunities appear to exist. With the additional information provided by the Governor's Blue Ribbon Commission . . . the Secretary of Finance will be prepared to make additional recommendations concerning the future decentralization projects in institutions of higher education."*
>
> *Decentralization Pilot Projects in Higher Education*

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demonstrate they have the management systems needed to carry out these activities efficiently and effectively. Further, the broad goal of decentralization should be advanced by working in partnership with the colleges and universities to identify other administrative operations that could be streamlined and improved by delegating them to the campus level.

1.7 Work with other state agencies to reduce the burden of bureaucratic regulations and to make the institutions as flexible and autonomous as possible, while implementing corresponding measures to assure accountability.

Working in partnership with the institutions, the Council intends to inventory regulations that the campus administrators find burdensome in order to develop and maintain ways to minimize the regulatory burden while still ensuring strong accountability and compliance with the intent of state policy.

2.

To strengthen the ongoing assessment of the programs and units at Virginia's colleges and universities by focussing on outcomes and value-added analysis.

"A review of the 1997-98 academic year shows that each new major now has an assessment plan and that faculty are learning from assessment outcomes . . . Capstone courses in literature, communications, and business show favorable outcomes in terms of students' knowledge . . . Although many faculty members initially resisted assessment efforts, assessment is now being embraced as an effective tool to improve teaching and faculty productivity."

Clinch Valley College 1998 Consolidated Report

Virginia's colleges and universities were early adopters of new models for assessing academic programs during the 1980s. Assessment practices are strong and widespread on most campuses. Some of Virginia's institutions have assessment programs that are considered exemplars. Nevertheless, the new outcome-focussed vision of quality, which is emerging at Virginia's public and private colleges and universities, can be achieved only through the new, expanded approach to assessment described in the following recommendations.

RECOMMENDATIONS:

2.1 Revise the assessment guidelines.

Within the context of continuous quality assessment articulated in this Plan and on the principle that what is strong can always become stronger, the institutions and the Council staff should collaboratively review and revise the assessment guidelines. The purpose of this review is to identify the broad range of reasonable assessment practices that will be compatible with and effective in a system-wide audit procedure. The resulting revised guidelines should acknowledge, as do the current guidelines, that there are many valid approaches to assessment and that, in fact, strong programs intentionally use a variety of approaches to

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assess student learning outcomes. The guidelines will work in tandem with accreditation standards, relying on and referring to such standards where appropriate.

Many of Virginia's public colleges and universities have developed thoughtfully designed and carefully executed assessment programs. Moreover, at many of the campuses there is a strong commitment on the part of faculty and administrators to use the collected information systematically to support institutional decision-making. The active engagement of the faculty is essential to ensure that evidence collected through assessment is valued and put to use.

> *"VMI's scrupulous accumulation of data relative to its programs allows the Institute to improve programs through a constant feedback process . . . Beginning in the 1998-99 academic year, VMI will introduce this information into the budgetary cycle through a mechanism whereby each academic department will account for its requested budget items by reference to identified deficiencies that emerge through assessment."*
>
> *Virginia Military Institute Progress Report on Implementation of the Strategic Plan*

2.2 Formulate strategies for modifying the process to initiate academic programs.

Currently when institutional leaders wish to develop a new academic program they must complete an elaborate process on the campuses. Such processes involve administrative review as well as curriculum committee review at the department, college, and institutional level, including approval from the Board of Visitors. After this process is completed, programs are submitted to the Council of Higher Education staff for review and preparation of recommendations for presentation to the Council. At times, institutions try to avoid the process altogether by seeking General Assembly patronage and bypassing SCHEV.

> *"As in other industries, competition in higher education should lead to deregulation. Until now, public higher education has been a regulated monopoly enterprise somewhat akin to a public utility. The opening of higher education markets to true competition, however, means that state policy can shift away from controlling the behavior of higher education institutions to insuring the effective functioning of the higher education market."*
>
> *Transforming Higher Education through Information Technology*

To strengthen the process and to assure improved program development, the Council will work with institutions to develop new program approval procedures with Council-approved assessment plans. In developing such plans, attention must be paid to limit duplication of effort and to use, where possible, market information to evaluate student demand for academic programs.

The modified program approval process will place greater responsibility on the institutions themselves, rather than Council staff, to evaluate the need for a new program and to evaluate the planning and development of the program. The Council staff will review program proposals to certify that the following issues have been covered: desired learning outcomes, program duplication, market demand, and a specific plan for assessing the proposed program. Each new program will be presented to Council members for approval.

As part of making these modifications to the program approval process, institutions will also be required to submit an overall plan for the assessment of all academic programs. The overall guidelines for

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assessment plans will be revised to require a value-added approach to assessing student learning. The Council will review and approve the assessment plan for each institution. Council staff will periodically audit institutions to review the implementation of their approved assessment plans, with particular attention given to programs that have been recently initiated. Staff will report to Council the results of the audit.

2.3 Develop new mission-sensitive and student-centered (that is, case-sensitive) alternatives to the evaluation of graduation and retention rates and other indicators of student outcomes.

Two typical measures used to gauge student learning outcomes and institutional performance are retention rates and graduation rates. These measures, as most commonly used, do not adequately distinguish among differences in institutional mission and student preparation; nor do they make adequate provision for the fact that many students today pursue post-secondary education to develop specific skills and knowledge without necessarily planning to obtain a degree. Finally, the current system for evaluating overall student performance does not adequately track students as they move from one institution to another. The Council is actively researching an approach that would better address these issues.

2.4 Develop a new mechanism for institutions to report to the Council, the Secretary of Education, the Department of Planning and Budget, and the General Assembly on their progress toward meeting the goals of their strategic plans, which will include an emphasis on assessment of outcomes.

The Appropriation Act requires institutions to report on their restructuring and strategic planning efforts. Both the institutions that produce these reports and the state officials who receive and use the reports have called for improvements in the reporting format and process. In order to provide a more useful tool, a new and integrated mechanism will be developed which will measure progress toward the goals outlined in the institutions' strategic plans as well as in this Plan.

2.5 Ensure that the Council's policies for granting approval to out-of-state and private institutions to offer academic programs within Virginia are consistent with highest quality higher education.

The Council intends to undertake a full review of its policies, procedures, and regulations for institutional approval to ensure that the highest quality educational programs are delivered.

3.

To anticipate the future needs of all constituents of higher education through improved system-wide planning.

While Goal One recommends an important change needed to maximize strategic decision- making at the individual institutions, Goal Three focuses on system-wide planning. The critical components of system-wide planning are the identification of all the needs of the constituents of higher education and a review of whether the system, through its collective efforts, meets those needs adequately. The following recommendations are intended to accomplish two purposes: 1) to improve the system-wide planning protocols, including the communication with and among Boards of Visitors and training of Boards of Visitors, and 2) to offer specific recommendations that will improve the ability of Virginia's colleges and universities to provide access to their services for the various constituents.

> *"States must retain the ability to make strategic investments in their higher education systems. One cumulative effect of these changes is to make it more important for each state to treat its higher education institutions as a system, even if governance remains localized at the campus level. States should consider their higher education institutions as a set of resources, both human and programmatic, that can be applied strategically to meet state needs."*
>
> *The Transformation of Higher Education through Information Technology*

RECOMMENDATIONS:

3.1 Recommend that the Commonwealth meet its long-sought goal of funding, at least through the baccalaureate, the cost of education beyond what needy students and their families can afford.

> *"Part of the task for any institution is to gain a fuller understanding of who its particular customers are – their backgrounds, goals, needs, and most importantly, their expectations of the institution itself."*
>
> *Policy Perspectives – To Dance with Change*

The Commonwealth has had a long-standing goal of providing state funds to meet at least fifty percent of unmet financial need. The Commonwealth has never achieved this goal. Even though actions such as the tuition reduction and tuition limits have helped to keep a college education affordable, they have not provided those in most need with the necessary aid. The Council will continue to reinforce its desire for the Commonwealth to commit resources to meet its long-sought financial aid goal.

In addition, the Council should seek funds from all sources to leverage state funds. In particular, the Council will work with agencies such as the Virginia Department of Education to seek grant funds for scholarships and early intervention from the Federal Gear Up program.

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"In an environment where learners will exercise greater choice among providers (enhanced by technology-delivered instruction) and where earning a traditional academic degree is not the learner's only objective, students will increasingly be viewed as active consumers instead of passive recipients of education. As a result, they will increasingly need information that allows them to act as informed consumers."

The Challenges and Opportunities Facing Higher Education

"Communicate to prospective cadets and those who influence them in selecting a college a clear idea of what VMI offers and achieves, the value of educating the whole cadet in today's world, and the importance of VMI's distinctive military life."

Virginia Military Institute Progress Report on Implementation of the Strategic Plan, 1998

3.2 Develop new mechanisms to assist students and families in choosing a college based on their specific educational hopes and the relative ability of diverse institutions to provide the educational setting best suited to those goals.

Research on how students choose which college to attend shows that there is a wide range of factors influencing that decision. It is not clear that the primary decision factor for many students when choosing a college is to select the educational setting best suited to their individual academic goals. Many other factors such as expected social activities, family ties, location, cost, and the decisions of friends strongly influence the decision-making. The Council intends to work collaboratively with the institutions to explore new mechanisms for providing information to prospective students that helps them to understand the performance of a college from an outcome-focussed conception of quality. This initiative will build on the earlier work published in the Council's *Indicators of Institutional Mission* series.

3.3 Engage the institutions in a review of the coverage of higher educations institutions across the Commonwealth.

The Council will participate in the study mandated by the 1999 General Assembly to evaluate the need for a college in south-central Virginia. The Council will extend the lessons learned from this study to a review of the coverage of higher education institutions across the Commonwealth.

3.4 Ensure that enrollment planning and policies are predicated upon effective use of the existing building capacity at both the public and the private colleges and universities.

While undergraduate growth is expected to occur at public institutions across the Commonwealth, targeted growth should occur at institutions that have existing capacity for it. Further, in cooperation with the private, non-profit colleges, the Council should evaluate the capacity within these institutions to accommodate anticipated enrollment growth. Evidence of capacity should be a part of the Council's enrollment projection process.

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3.5 Seek innovative ways – other than adding campuses – to extend higher education into communities and populations that are not fully served by existing offerings and ensure that funding provisions support this end.

Previously, TELETECHNET has demonstrated how our institutions can extend their reach to campus-sized markets. Continuing demand and changing technologies will offer further opportunities to extend access. Program offerings from the Southern Regional Electronic Campus in which Virginia participates will augment these options for Virginia institutions and students.

"Based on findings to date, the university believes that the use of instructional technology when coupled with appropriate instructional design . . . can improve student learning. Moreover, by mastering technologies and their best uses in a content area, students can gain technological competence employers demand as well as the self-direction, self-discipline, teamwork, problem-solving, communication, and analytical skills for which all sectors of society are calling."

Virginia Tech Consolidated Report 1998

3.6 Minimize institutional barriers that delay a student's progress toward a degree.

In cooperation with the colleges and universities, the Council should develop guidelines, or best practices, on advising programs, undergraduate degree requirements, course availability, counseling, community college articulation standards, and other factors that contribute to the timely completion of a degree program. The General Assembly, through its funding policies, should ensure that the public investment in higher education is not solely for those deemed most likely to succeed. This obligation extends beyond the continuing legal obligation to expand minority access to higher education.

In addition, the Council should review with the institutions the provisions they have made to ensure that academic programs and other campus activities are made fully available to students with disabilities.

Finally, ongoing attention must be given to the State Policy on Transfer to keep pace with curricular changes on the campuses in order to maintain the Commonwealth's commitment to provide for students an easy and orderly process of transfer, especially from two-year to four-year institutions.

"We always put students first. When students walk across our campus, they feel supported, affirmed, encourage . . . We remove barriers to success so that the bar can be set high for academic performance."

Christopher Newport University Strategic Plan 1998-2000

"[VCCS] Colleges reported on their progress with studies of transfer students . . . [and on participation in the Fund for the Improve-ment of Postsecondary Education transfer project] . . . By comparing grades, this project allows colleges to determine if courses in disciplines taken at the community colleges adequately prepare students for the next course in that discipline at the four-year institutions."

Virginia Community College System 1998 Consolidated Report

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3.7 Enhance system-wide planning processes by increasing the participation of Virginia's public and private colleges in developing the Virginia Plan for Higher Education and by establishing stronger linkages between the planning for and funding of individual campuses and the Virginia Plan.

In developing the 1999 Virginia Plan for Higher Education, the Council has invited active participation from the public and private institutions. Likewise, in-progress efforts to develop new funding models, to review the general education programs, and to modify the academic program approval process have invited strong participation by campus leaders. This participatory approach should become standard practice across all areas of policy development.

Further, institutional planning efforts and reporting, such as the consolidated reporting required in the state Appropriation Act, should be tied to goals and strategies outlined in this Plan and subsequent updates to it. Targeted funding initiatives – performance funding – should follow and undergird institutional and statewide plans.

3.8 Continue and enhance the Boards of Visitors training sessions sponsored by the Council.

For some years the Council has sponsored periodic training opportunities for the members of the Boards of Visitors of the public institutions. In response to a recommendation from the Commission on the Future of Higher Education in Virginia and with strong support from the General Assembly and the Governor's office, the Council staff works to increase both the breadth and depth of these sessions. These efforts should be continued and enhanced; furthermore, consideration should be given to making attendance at these sessions mandatory for all Board members.

3.9 Continue to appoint a liaison to each public institution from the Council of Higher Education as one mechanism for strengthening communication and planning.

The intent of the Council Liaison Program is to create a stronger relationship between each institution and at least one member of the Council, so that the member might bring an enhanced perspective about institutional matters to the Council's work. Council members are encouraged to contact their liaison institution's rector, president, and faculty and student leadership, as needed throughout each year, to stay abreast of developments and issues at that institution. The increased communication between Council members and institutions, which is the intended result of the Liaison program, supplements rather than replaces other vehicles for communication between the Council, Council staff, and institutions.

3.10 Continue and enhance the ongoing dialog between the Council of Higher Education and faculty at Virginia's public and private colleges and universities about the role of faculty in shared governance and ways to strengthen that role.

The Council of Higher Education embraces an expanded commitment to involve faculty at Virginia's colleges and universities in system-wide planning. The Council staff meets regularly with faculty representatives in order to keep faculty informed, as well as to learn, of pending issues.

3.11 Consider formalizing the Council of Visitors.

During the past year, members of the Boards of Visitors of Virginia's public colleges and universities have discussed re-instituting a "Council of Visitors" – a body that had existed during an earlier period. By-laws have been adopted for the reinstated Council of Visitors and a set of officers has been elected. The by-laws describe the primary responsibility of the Council as providing "a mechanism to share information and experiences about board governance and other issues of interest to its members." The Council will consider what, if any, additional measures are needed to formalize this body.

4.

To encourage collaborative programming across institutions.

Across the country, as well as in Virginia, colleges and universities increasingly collaborate to deliver academic programs and support administrative activities. Research has also become increasingly collaborative, enabled in part by advances in computing and telecommunications. In fact, the presence of a widespread, reliable, and high capacity technology infrastructure is a powerful driver of collaboration across time and space. During the past decade, the Virginia system of higher education has initiated numerous collaborative programs, including VIVA (the Virtual Library of Virginia), the Microelectronics Consortium, the Graduate Physics Consortium, and the Virginia Graduate Marine Science Consortium – to name only a few examples. These programs successfully increase access, enhance quality, and lower costs. Most recently, building on the success of TELETECHNET and strong distance education offerings at other institutions, a number of Virginia's colleges and universities have created an Electronic Campus of Virginia through voluntary efforts to coordinate distance education offerings available within the Commonwealth. One goal of this initiative is to make it easier for students from many different institutions to take advantage of a growing volume of electronically delivered courses and programs. The newly created Distance Learning Steering Committee will also work to make courses and degree programs more accessible through distance learning for citizens of Virginia.

"As of July 1, 1998, the VIVA Project has recorded financial benefits of approximately $25 million. In many cases, these are [library] resources that many of the schools would not have been able to purchase in an electronic form without the Commonwealth's support of the VIVA Project."

Virtual Library of Virginia (VIVA) Homepage

"Five of the Commonwealth's engineering schools (UVA, Tech, ODU, GMU, and VCU), the applied science programs at William and Mary, James Madison, and the VCCS have joined forces to create the framework for a statewide microelectronic education and research consortium . . . Our objective is to create a Consortium that will thrust Virginia to the forefront of microelectronic instruction and research. This consortium will be a multi-university, multi-industry community."

Virginia Micro-electronic Consortium Homepage

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"A stronger partnership must be formed between K-12, higher education, and the private sector to ensure that all students have solid skills, a strong work ethic, and are well-prepared for higher education or specialized training programs."

The Virginia Strategy: Prosperity into the New Century

Collaboration works most successfully when it arises from shared interests and concerns and is perceived by all participants as advancing their strategic plans. Efforts to "mandate" cooperation where there is not a strategic and mutually beneficial area of need have historically met with abysmal failure. At the same time, many aspects of current public policy in Virginia and elsewhere act as disincentives to cross-institutional collaboration. This is particularly true with regard to partnerships that involve both public and private institutions.

"Sharing resources with the University [of Virginia] helped the College minimize costs, increase the productivity of its personnel, and effect operating efficiencies in many areas."

Clinch Valley College 1998 Consolidated Report

The following recommendations are designed to provide incentives and support for voluntary collaboration among Virginia's public and private institutions and to remove unnecessary barriers to such collaboration. These recommendations also suggest areas in which fruitful collaboration might be pursued between higher education and Virginia's businesses and industry, as well as between higher and secondary education in Virginia. To a significant extent, increased collaboration will be a logical outgrowth of the greater emphasis on system-wide planning, which is the focus of Goal Three.

"In concert with a local high school, two community colleges, and the University of Maryland-Baltimore, CNU is [developing] a Master of Science in Electronic Commerce to be offered in both the traditional classroom environment and online. The goal is to produce a seamless electronic curriculum that extends from the eleventh grade through the master's degree level to avoid repetition of course material and duplication of courses."

Christopher Newport University 1998 Consolidated Report

RECOMMENDATIONS:

4.1 Recommend changes in existing state policy to facilitate cross-institution collaboration on academic programs.

Council staff will work collaboratively with the Governor's Distance Learning Steering Committee and the Electronic Campus of Virginia to develop a set of recommendations for changes in existing state policy that would simplify the administrative aspects of cross-institution collaboration in the delivery of academic programs (including but not limited to the distance education programs). Further, they will identify existing policies that make it financially disadvantageous for institutions (both public and private) to participate in such collaborative programs. Once these areas of needed change are identified, the Council will put forward recommendations for the needed legislative or executive changes, including ethical principles to observe in dealing with students.

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4.2 Target the development of new consortia for the delivery of graduate education and for research partnerships among institutions and between institutions and business and industry in order to build on existing research and institutional strengths, support state goals for economic development, and match state priorities for addressing societal issues.

> *"The Virginia Institute of Marine Science is leading a project designed to leverage the unique marine assets of the Hampton Roads region, attract marine technology firms to the region, and develop a critical mass of research and development jobs. The $130,000 project, funded by the Hampton Roads Partnership, will target existing world class research competencies in marine science and technology at VIMS and other regional institutions and marry them with firms that would seek to apply these technologies."*
>
> *The College of William and Mary 1998 Strategic Planning Report*

The Microelectronic Consortium and the Virginia Graduate Marine Science Consortium are two noteworthy examples of successful and targeted collaboration among higher education institutions to address statewide priorities for research and economic development. Fruitful areas for potential new collaboration are likely to be identified through the shared goal of Governor Gilmore and Secretary of Technology Upson to develop and launch the most aggressive technology policy in the nation, as well as through the work of the recently created Statewide Workforce Training Council.

4.3 Develop recommendations on necessary changes in the intellectual property policies and relevant legislation in order to promote collaborative development and delivery of courseware and technology transfer.

> *"The University has utilized the Biotechnology Park as space to house technology being transferred out of the University labs and into the commercial marketplace, a means to build out externally-funded research at VCU and a site at which the private sector can locate technology-driven businesses which depend on being close to the intellectual capital of a Carnegie Level I research university. . . The Office of Technology Transfer assisted the creation of seven new start-up companies; filed twenty-four patents and issued ten; received sixty-one material transfer agreements, and generated $300,000 in royalty income."*
>
> *Virginia Commonwealth University 1997-98 Restructuring Report*

As colleges and universities develop technology-based courseware, one barrier to its widespread use is the question of who owns the copyright for the material. This question was identified as one needing attention at the Distance Education Forum, sponsored by the Council of Higher Education in 1998.

A related but distinct issue is that identified in Senate Joint Resolution no. 502 of the 1999 General Assembly. That Resolution directs the Secretary of Technology to study and develop a coordinated research and development policy for the Commonwealth. This work is to be done in consultation

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with institutions of higher education, federal laboratories, and the federal sector. The Resolution includes a directive to review the intellectual property policies and procedures of the institutions of higher education and federal laboratories. The Council endorses this approach to review the intellectual property issues and will assist as needed. A coordinated review of this issue, which addresses not only research but also issues pertaining to the development of technology-based courseware, would be useful.

4.4 Respond to recommendations that emerge from the Statewide Workforce Training Council that aim to enhance collaboration between employers and Virginia's public and private colleges and universities.

As earlier studies have indicated, higher education's contribution to Virginia's economic development can be enhanced through ongoing communication with business and industry and other sectors of the economy. The Council will aid in developing appropriate policies, as needed to support this important statewide priority.

5.

To evaluate capital infrastructures at public and private institutions for the purpose of assessing system capacities and options for delivering academic programs.

> *"As U.S. colleges and universities define quality for the next century, it is clear that technology and physical facilities will play a vital role, not so much to replace human interactions as to enhance them and to make new exchanges possible with persons throughout the world."*
>
> "Confessions of a Campus Planner"

Many of the buildings on college campuses across Virginia are venerable monuments to learning, worthy of study themselves. The Wren building on the campus of the College of William and Mary was built in 1694 and is the oldest academic structure in America in continuous use. Cushing Hall, built in 1824 on the Hampden-Sydney campus, once housed the entire college operation; it is now a residence hall. The Rotunda, the centerpiece of Thomas Jefferson's "academical village," was built in 1826. Today, there are 61 buildings at the University of Virginia that are more than 100 years old. More recently the nuclear engineering reactor has closed its doors, raising still further issues to be resolved.

Buildings are a highly visible and valuable part of higher education. Their design, construction quality, and accessibility create the physical environment for learning and research. They require sufficient annual investment in their maintenance, renewal, and adaptation. The replacement value for the nearly 3,000 buildings owned by Virginia's public colleges and universities is estimated to be $4 billion. The Commonwealth must balance the needs for preservation and conservation of its many architectural and research treasures with the pressures for space allocation and growth. The Council of Higher Education has statutory responsibility to consider the future needs of higher education in Virginia, including the facilities

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of each institution. This responsibility includes developing policies, formulae, and guidelines for the fair and equitable distribution of public funds among state-supported institutions, taking into account enrollment projections and institutional missions.

> *"During 1997, Old Dominion participated in a national, multi-university study of distance learning. The goals of the TELETECHNET program were assessed using multiple performance and satisfaction measures . . . Results showed no differences in performance of local and distance students, and higher levels of satisfaction for distance students."*
>
> *Old Dominion University Building the University of the 21st Century*

The distinctions among classroom and laboratory buildings, libraries, student centers, residence halls, and faculty offices have become much less clear than they once were. Technology has reduced the old constraints of time and place. For centuries, students earned academic credit for hours spent in direct contact with an instructor. The provision for electronic instruction, or distance learning, allows for extensive contact without requiring student and teacher to be in the same place. The emergent technology allows for multiple modes of learning and the possibility of greater interaction and sharing of knowledge. However, these new technologies add both opportunity and complexity to fixed asset decision-making. Buildings, infrastructure, and equipment demand large capital investments and significant annual operating expenditures.

The Commonwealth's system of higher education is an asset worth preserving. Virginians, throughout our history, have realized the importance of higher learning and the significant investment that must follow. Buildings, infrastructure, and equipment are long-term investments that will place significant demands on state resources, in good times and lean, well into the future. Higher education needs an on-going, predictable source of funding to meet these demands. To help in this regard, we offer the following recommendations.

RECOMMENDATIONS:

5.1 Seek to improve the capital planning process.

It can often take two years to complete the current capital outlay planning process. Institutional decentralization or deregulation from state procedures will help shorten this lengthy process. The Council supports the principle of the six-year capital outlay planning process; however, there must be a more direct link between planning and new construction. Provisions for capital outlay should be taken into account in new funding mechanisms.

5.2 Provide maintenance reserve funding as an added part of an institution's base funding.

Since 1982, the state has provided $219 million in maintenance reserve appropriations to colleges and universities for projects that cost between $25,000 and $500,000. The state should build this continuing expectation into base budget calculations.

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5.3 Develop a provision in the funding model to reduce the backlog of deferred maintenance at our colleges and universities.

When operating funds are insufficient and capital funds are not available for use, maintenance of facilities is deferred. We support the Council of State Senior Business Officers in their study of deferred maintenance and recognize the need for funding strategies to reduce the maintenance backlog to a manageable level to eliminate the accumulation of additional deferred maintenance. A new funding formula should explicitly address this need.

"Clinch Valley College is committed to the use of technology as an instructional aid and an administrative tool, while recognizing that technology is not a replacement for human interaction that attaches meaning to student learning. The amazing developments in technological applications are dazzling, yet these tools must be placed in a context and employed with a clear purpose, otherwise the means will obscure the end."

Clinch Valley College Consolidated Report 1998

5.4 Encourage institutions, via capital outlay recommendations, to utilize technology to provide access rather than relying solely on bricks and mortar.

The success of TELETECHNET, the Math Emporium and numerous other initiatives at Virginia Tech, CNU-ONLINE, and the collaborative courses developed by the VCCS institutions – to name only a few, prominent examples – amply demonstrate that technology- based instruction can effectively enhance student learning, both on and off campus. In some cases, programs of study can be effectively offered in a distance learning mode entirely, although care must be taken in determining which programs and which students can thrive in a solely off-campus environment. For the most part, at this point in time, technology is most effective as a supplement to rather than a replacement for campus-based instruction. Nevertheless, it will remain important to explore the most effective ways to use technology to control costs and to expand access as well as to enhance student learning

5.5 Maintain the Commonwealth's commitment to the Higher Education Equipment Trust Fund.

The Governor and General Assembly created the Equipment Trust Fund with great foresight and imagination in 1986. Since its inception, the debt-financed program has provided nearly $400 million for the replacement of obsolete equipment and the acquisition of new technology. We recommend that Virginia maintain its commitment to the Trust Fund.

5.6 Explore the possibility of supporting the shared funding of research at the research universities.

Even though fifty percent funding of research facilities is a long-stated goal of SCHEV, in fact few capital outlay requests for research facilities are funded, even at this level. Given the growing importance of knowledge-based industries in the Commonwealth and beyond and the strong contribution of the $250 million federal research budget for Virginia, this policy should be examined. Particularly, we should explore a vehicle for matching research funding.

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